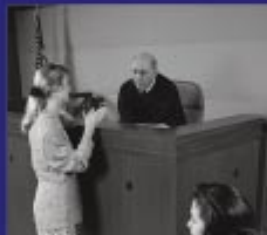


**STOPPING
FAMILY
VIOLENCE:
THE
COMMUNITY
RESPONDS**



**ATTORNEY GENERAL'S
AND LT. GOVERNOR'S
FAMILY VIOLENCE COUNCIL**

Maryland Family Violence Council
Reducing and Preventing Family Violence in Maryland

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To the Citizens of Maryland:

In the course of a single day in Maryland, police will respond to at least 60 calls for help from people trying frantically to escape violence in their homes. Hundreds more will suffer abuse without mustering the courage to make that call to 911. They will rush to the emergency room, hoping the doctor does not ask how it happened. They will drag themselves to work wearing clothes they hope will hide the bruises. Their children will trudge to school too shaken even to think about trying to learn. About once a week a victim's failure to dial 911 in time will be fatal.

Over the last several years, we have made substantial progress in responding to this monumental suffering. We have begun to recognize that these daily tragedies cannot remain private ones. We have begun to realize that no single group or government agency can succeed on its own in protecting these victims. When a victim finally manages to make that call for help, her plea must do more than elicit the help from the person she has contacted. It must trigger a coordinated, comprehensive response to the many ramifications of the violence she faces.

We have started down this road toward changing the way we think and work together to reduce and prevent family violence. Under the coordination and leadership of the Family Violence Council, policymakers, law enforcement officers, advocates, judges, probation agents, health care providers and many others have come together to improve the laws, policies and systems which serve to protect victims. In this report, we have summarized their important work. The vast array of activity distilled in these pages is a testament to the power of people coming together to make a real difference for the vulnerable among us.

As co-chairs of the Family Violence Council, we want to thank both the Council members and the many individuals with whom they have worked for their efforts in forming the unprecedented partnerships which have made our achievements possible, and which will serve as the foundation for further progress. For as far as we have come, we have more to do. We must continue to build on our ability to act together to ensure that in Maryland, no victim's call for help will ever go unanswered.

We remain always mindful of the courage of victims and survivors in coming forward. It is with full appreciation of the dangers they face that we commit ourselves to ending their suffering. We will work towards a Maryland in which the first 911 call marshals the full resources of the justice system to protect the victim. At the same time, the emergency room doctor will ask how it happened, the co-worker will offer help, and the school teacher will reach out to the child. The community, together, will respond.

With warm wishes.

Kathleen Kennedy Townsend
Lt. Governor

J. Joseph Curran, Jr.
Attorney General



Acknowledgments

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We would also like to thank the courageous survivors of family violence who continually share their stories with us. Their commitment to improving their lives, as well as others, serves as a constant inspiration towards the goals we are trying to accomplish.

A special thanks also goes to all who helped write, edit, design and print this report.

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I. The Attorney General's And Lt. Governor's Family Violence Council

STOPPING
FAMILY
VIOLENCE:
THE
COMMUNITY
RESPONDS

Background

In 1995, Attorney General J. Joseph Curran, Jr. and Lt. Governor Kathleen Kennedy Townsend decided that the devastating effect of family violence on families and children required a more coordinated, comprehensive response on the part of the State. Many different State agencies and private groups had worked for years to address the tragedy of violence in families, but the Lt. Governor and Attorney General determined that everyone's efforts could be enhanced by elevating the issue statewide and creating a means to work together more effectively. Thus, they created the Family Violence Council and charged it with the mission of reducing and preventing family violence in Maryland and breaking the cycle of violence between generations.¹

The Council constituted representatives from all aspects of the criminal justice system, as well as elected officials, advocates, scholars, and citizens. See Appendix I. Its first task was to understand the major problems in the State's response to family violence. After a year of work, including four public hearings, it issued a report, *Stop the Violence: A Call to Action*, which analyzed the major problems and made a series of recommendations.



The Council then set out to lead and encourage efforts to implement its recommendations. It divided into seven Action Teams to focus on particular areas, e.g., criminal justice, courts, legislation. The Council's membership and the scope of its work and outreach continued to grow. This update summarizes the major accomplishments of the Council, the partners with whom it has worked over the last five years, and recommendations for further progress.

¹ As used in this report, the term family violence means domestic violence, sexual assault, child abuse or elder abuse committed by a present or former household member, family member, or someone in an intimate relationship. The Family Violence Council has focused primarily on domestic violence and its effects on family members, especially children. Other efforts address the full range of sexual assault, child abuse and elder abuse issues. Additionally, this report acknowledges that both men and women can be victims of domestic violence. However, the 2000 MD Uniform Crime report indicates that the majority of domestic violence crimes are perpetrated against women (75%). This report uses language to reflect this.

II. Coming Together: The Need For A Coordinated, Community Response

What we have learned over the last six years is that family violence is too complex, too powerful, and too deeply embedded for any single agency or system to root out by itself. When a victim calls for help, she needs not only a sensitive and appropriate response from the agency she has contacted. She also needs that call to trigger a comprehensive response to the many ramifications of the violence which she faces. The 911 operator must know what questions to ask. The responding law enforcement officer must understand the dynamics of family violence and collect the appropriate evidence. The prosecutor must recognize the need to go forward with the case even if the victim chooses not to testify. The judge must take the steps necessary to ensure the victim's safety and to hold the abuser accountable. Each of these pieces depends on the others, and a breakdown at any point can render the



overall response to the victim ineffective. Moreover, a similar series of responses must occur if a victim's initial call for help is to a health care provider, her employer, a member of the clergy, or a child's teacher.

In these pages, we set out the ways in which these systems have begun to work together and coordinate their responses more effectively. Many agencies have enhanced their communications and reached out to achieve an unprecedented level of collaboration on behalf of victims. The Council's challenge now is to help institutionalize and build on this new level of cooperation. In addition, the Council intends



to broaden its original, primary focus on the criminal justice system to include a greater emphasis on prevention. While the structure and focus of the Council

will continue to evolve, its basic mission remains constant. It will continue to seek an end to the cycle of violence in Maryland's families.



III. Criminal Justice

Family violence poses unique and important challenges to the criminal justice system, and demands from it a vigorous, coordinated, and comprehensive response. The criminal justice system has several distinct components, *i.e.*, 911, law enforcement, court commissioners, prosecutors, judges, and parole and probation. While each component has its own role to play in responding to family violence, they must all work together.

1. 911

Importance to Victims

The 911 Emergency Response System serves as a vital link between victims and protection. If the link is weak, lives can be lost. Emergency Communications Specialists (ECS) are often the first point of contact for victims reaching out for help. Family violence calls are the most prevalent type of call made to Public Safety Answering Points (PSAP) in Maryland. How ECS handle family violence calls and how they respond to victims is critical.

About Public Safety Answering Points (PSAP)

There are 24 PSAP centers in Maryland. While many dispatch calls go to local sheriff and police departments as a matter of policy and custom, only three actually fall under the regulation and authority of the police department it serves. These include Baltimore City, Montgomery County, and Anne Arundel County.

- **If the ECS is slow in dispatching help, the victim, other adults or children in the home may die.** The most dangerous time for victims is when they take that first affirmative step toward leaving their abusers. When the abusers' control over the victim begins to erode, the victim is at risk because the abuser may take drastic and dangerous steps to regain that control. ECS's ability to recognize and prioritize family violence calls, and then to quickly dispatch law enforcement, is critical.

- **If the ECS does not gather enough information from the caller, the safety of responding law enforcement or other emergency service providers may be jeopardized.** Family violence calls are extremely volatile and can be very dangerous for responding law enforcement officers and even emergency medical personnel. The risks to law enforcement officers increase if they do not know going into a situation that the abuser has a weapon, or that the abuser is under the influence of drugs or alcohol.
- **Victims are under extreme stress and at risk of physical harm when they call for help. ECS must understand that it is possible for victims to sound disoriented or even intoxicated, and that victims may not be able to speak freely to the ECS.** Victims have reported being given to uncontrollable, inappropriate laughter during bouts of physical abuse.² It is crucial for ECS to realize that the victim's call is not a prank, and must be taken seriously. It is important, too, for ECS to understand ways for the victim to give necessary information without jeopardizing her life by letting the abuser know she has called for help. The ECS can ask the victim to, for example, give "yes" or "no" answers, or to answer questions in 'code':

ECS: "Give me a number between 1 and 10 if you feel the situation is under control."

Victim: "11."

²A *Victim's Call for Help* training video.

- **If the ECS does not handle a family violence call properly, valuable evidence that could be used to prosecute the abuser could be lost.** By keeping the victim on the line, the ECS can record sounds like the abuser yelling, children crying, objects breaking. If the victim is later reluctant to press charges against the abuser, hearing the tape of the telephone call may be an important way to remind her how dangerous the abuser has been, and will likely be again, to her and to her children. This evidence may also be admissible in court, enabling prosecution even where victims choose not to testify. The ECS can help preserve direct evidence of sexual assault and rape by telling the victim to refrain from showering or changing clothes. Without this evidence, sexual assault can be difficult to successfully prosecute.



The Challenge

In 1996, the State of Maryland was well on its way to improving the response of ECS to domestic violence calls. For example, the Maryland Network Against Domestic Violence (MNADV) conducted 11 regional training sessions, and educated 311 of the 750 PSAP personnel using Violence Against Women Act funds from the Governor's Office of Crime Control and Prevention. Participants in the MNADV sessions completed evaluation forms on which they requested more comprehensive presentations about how to handle 911 domestic violence calls and more information on the use of 911 tapes in the prosecution of abusers. In addition to this feedback, the Research and Planning staff of the Maryland Police and Correctional Training Commission conducted a nationwide 911 survey, in part to compare training requirements around the country. The results indicated that fewer than half of all 911

emergency response personnel were certified, but that most, unlike Maryland, had to meet minimum entrance-level training standards.

The Emergency Number Systems Board (ENSB)³ recognized the need for standardized training and the importance of establishing minimum entrance-level training standards. When *Stop the Violence: A Call to Action* was printed, ENSB began developing entry-level and "in service" training standards, as well as a mechanism for certification. Through STOP Violence Against Women (VAWA) funds, MNADV began developing a curriculum on domestic violence and subcontracted with the Maryland Coalition Against Sexual Assault to develop the sexual assault component.

Key Partners

Annapolis Police Department, 911 Consultants, Emergency Number Systems Board, Maryland Coalition Against Sexual Assault, Caroline County Emergency Management, Cecil County Domestic Violence/Rape Crisis Center, Cecil County Sheriff's Office, Harford County Sheriff's Office, Harford County Division of Emergency Operators, Harford County Police Department, Howard County Bureau of Communications, Maryland State Police, Maryland Network Against Domestic Violence, Maryland Police and Correctional Training Commissions, Maryland Transportation Authority, Mid-Shore Council on Family Violence, Maryland Institute for Emergency Medical Services Systems, Talbot County Emergency Management Agency, Prince George's County Public Safety Communications, Prince George's County Police Department Psychological Services Division and the Montgomery County Police Department

Meeting the Challenge

- **Policy and Training**
The Council, in conjunction with the 911 subcommittee, and the Maryland Institute for Emergency Medical Services Systems

³ The ENSB is the regulatory board for the Maryland 911 Emergency Response System and is a part of the Department of Public Safety and Correctional Services.

(MIEMSS)⁴, produced a 911 training video entitled, *A Victim's Call for Help*, and a Domestic Violence Protocol Card for use in training all secondary PSAP personnel statewide. MIEMSS generously provided filming, production, reproduction, and distribution of the video tape and training materials pro bono. The Council then distributed the video and materials to all emergency response professionals and law enforcement agencies in Maryland during the spring of 1998, and the Council continues to honor requests for additional materials. The Maryland Police and Correctional Training Commissions approved the video for in-service training credit for law enforcement officers.

In addition to the training video and Protocol card, a model 911 Domestic Violence Policy for emergency communications specialists was written. The new policy was included in the Emergency Communications Section of the Model Domestic Violence Policy for the Maryland Law Enforcement Community.

- **Hiring Standards**

In order to begin standardizing hiring procedures, Council members requested that the ENSB seek funds for the development of psychological guidelines to use as a testing screen for applicants for 911 operators/emergency call taker positions. The ENSB convened a committee to study the effects of psychological screening on the hiring process for emergency telecommunicators, and Council members worked on forming the committee. The committee, called the Public Safety Communications Professional Standards Committee, convened in spring 1998. With the ENSB's approval, the committee broadened its mission to include reviewing the entire spectrum of qualifications needed for the emergency telecommunicator profession, and looked to develop core standards

applicable to emergency telecommunicators throughout Maryland. In essence, the Committee was charged with developing guidelines for hiring and training emergency call takers, and evaluating the licensure of emergency call takers in Maryland.

Training Notes

All PSAP dispatchers are provided with uniform training under the auspices and direction of the ENSB. Current entrance level training and certification is supervised by the Montgomery County PSAP. Compliance with the Domestic Violence Policies and Protocols remains with the supervision and directorship of the local PSAP.

After meeting for more than a year, the Committee framed its hiring and training recommendations. Currently, PSAP centers do not have minimum selection standards for hiring new employees, and guidelines for the position of emergency call taker vary throughout the state according to agency and jurisdiction.

In addition to the recommendations, the committee was granted money to complete a job task analysis. To date, the analysis has not yet been completed.

Recommendations

In Spring 2001, ENSB hired a new coordinator and recruited another chair. Now that personnel have been hired and additional resources have been added, the Council is confident that the committee's hiring and training recommendations will be adopted and the job task analysis will be completed. To standardize a high level of competence within Maryland's 911 Emergency Response System, minimum hiring qualifications and the completion of a job task analysis is necessary. With these additions in place, Maryland's 911 system will continue to be a strong component of the coordinated community response.

⁴The 911 sub-committee was comprised of representatives from PSAPs across the state. The sub-committee was a part of the Criminal Justice Action Team of the Family Violence Council.

2. Law Enforcement

Importance to Victims

Law enforcement personnel are often the first representatives of the criminal justice system to intervene in family violence cases. The way officers respond, including arrest of the offender and support for the victim, can deter further violence and communicate that family violence is serious criminal conduct. Making an arrest sends a clear message to the public, the victim, and the offender that family violence will not be tolerated. Without strong law enforcement intervention, violence typically escalates. By deterring further violence, making an arrest can prevent further injury, despair, and even death.



The Challenge

In 1996, there was no consistency among law enforcement agencies in the quality of their domestic violence policies and protocols.

Some agencies had excellent domestic violence policies and training programs while others did not. In fact, in some jurisdictions, officers did not write police reports for domestic calls, abusers were seldom arrested, and evidence collection was inadequate. Service and entry of protective orders remained an ongoing challenge for law enforcement agencies. Some jurisdictions did not emphasize the importance of arresting an abuser for violations of *ex parte* and civil protective orders. Law enforcement was also having difficulty enforcing orders from out-of-state and on military installations. Maryland's law pertaining to enforcement of out-of-state orders was unclear, and the military had not yet addressed the issue of domestic violence.

Like the domestic violence policy, not all agencies had adopted a policy on sexual assault. Officers were not uniformly trained on handling sexual assault calls and victims were not necessarily informed of the processes needed to ensure their health and safety. Moreover, victims were not always given the respect they deserved during the investigative process.

Meeting the Challenge

- Development and Implementation of Domestic Violence Policy
Under a grant supported by the Maryland Police and Correctional Training Commissions (MPCTC) and the Maryland State's Attorneys' Association, the MNADV worked in a cooperative venture with the Maryland Chiefs of Police Association, the Maryland Sheriffs' Association, the Maryland State Police, and the Baltimore Police Department to develop a model domestic violence policy for the Maryland law enforcement community.
- Five representatives from those organizations were chosen to form a Policy Development Committee. This group created a model policy document and ensured that the document received broad input from the law enforcement community. Beginning in July 1996, the document took the committee nine meetings and over 20 hours to develop, and four regional workshops to refine. In February/March 1998 the policy was unanimously approved by the Development Committee.

Model Policy Key Partners:

Baltimore Police Department
Division of Parole and Probation
Family Violence Council
Governor's Office of Crime Control and Prevention
Maryland Chiefs of Police Association
Maryland Network Against Domestic Violence
Maryland Police and Correctional Training Commissions
Maryland Sheriffs' Association
Maryland State's Attorneys' Association
Maryland State Police
Sargent and Edwards Law Enforcement Consulting Firm

Summary of Model Law Enforcement Policy

Chapter 1: Philosophy of the Maryland Law Enforcement Community

Contains: A preamble that pledges “positive and vigorous intervention...to begin the process of stopping the violence,” a purpose, which is to create a protocol for all officers throughout the State, and a statement of goals, which reflects a customer-oriented focus.

Chapter 2: Definition of Domestic Violence

Defines domestic violence to include people in “intimate relationships”; i.e., people who are or have been in a relationship as a couple--married, living together, or dating. It does not include other family members or people who live together in a dormitory arrangement.

Chapter 3: Dynamics of Domestic Violence

Educates officers about the characteristics of domestic violence so that they can use this information to help them conduct investigations and establish probable cause.

Chapter 4: Arrest

Establishes preferred arrest as State policy, and examines probable cause in the context of domestic violence. It also examines the difficult issues of dual arrest and self-defense, and it tells officers to avoid dual arrest whenever a person acts in self-defense.

Chapter 5: Investigation

Deals extensively with the subject of criminal investigations. It provides that all domestic violence calls will be given the same priority as any other crime of violence according to the degree of danger and treated as any other criminal investigation; it further provides that calls will not be canceled based on the request of the caller and that emergency communications specialists will not ask the victim about her intention to prosecute; it lays out the steps that should be taken when conducting an investigation, including the collection of evidence, the transportation of victims, and the notification of the Division of Parole and Probation in cases where the arresting officer determines that the arrestee is under the supervision of that agency; and it calls for the preparation of a written field report, in criminal and noncriminal domestic situations alike, as well as preparation of the Maryland Domestic Violence Supplemental form.

Chapter 6: Civil Protective Orders

Discusses the subject of Temporary *Ex parte* and Protective Orders in depth, informs officers that custodial arrest is mandatory for certain violations of civil protective orders, and reviews the provisions that contain restrictions about firearms. *It specifically provides that the firearms of law enforcement officers who are respondents of Protective Orders “will be removed from the officer during the period in which the Protective Order is in effect.”* The policy also suggests procedures for the service of civil protective orders, and for six common situations in which law enforcement officers will encounter civil protective orders.

Chapter 7: Victim Assistance

Sets forth legal requirements and provides guidelines for helping victims on the scene of every type of domestic situation.

Chapter 8: Supervision

Discusses the matter of supervision and provides for the basic handling of cases that involve members of the criminal justice system, especially law enforcement officers, as follows: If either party in a domestic situation is a law enforcement officer, a supervisor, preferably one of higher rank, should respond to the scene to take charge and report the incident to the chief executive of the agency; and if a law enforcement officer from another jurisdiction is involved in a domestic situation as the alleged assailant, the responding supervisor should notify the alleged assailant’s agency of the incident.

Chapter 9: Training

Requires that all law enforcement officers receive domestic violence training and specifies the areas of training for entry-level personnel. It also provides that in-service training should be given to all law enforcement officers. Finally, it provides for the annual review of in-service and entry-level curricula.

Chapter 10: Policy Review

To ensure that the policy remains current, an annual review is provided for by a board composed of the four member organizations, chaired and administered by the Maryland Police and Correctional Training Commissions. Changes in the policy can be made only upon the approval of four of the five member organizations.

Chapter 11: Implementation of the Model Policy by Law Enforcement Agencies

Calls for the endorsement of the model policy by all law enforcement agencies, and provides that all agencies should have a written directive employing the standards of the model policy.



To determine which agencies adopted the model policy either in full or in part, the Council, in conjunction with MPCTC, distributed a one page, multi-question survey. The survey was sent in June 2000 and a follow-up survey was sent in June 2001 to approximately 128 law enforcement agencies. (The 128 agencies were chosen based upon the recommendation of the MPCTC). Of the 99 agencies that responded, approximately 85% reported that they adopted MNADV's model policy.

List of agencies that have adopted a part of, or the entire model police policy include the following:

Allegany County Sheriff's Office	Howard County Sheriff's Office
Anne Arundel County Police Department	Hyattsville City Police Department
Annapolis Police Department	Kent County Sheriff's Office
Baltimore City Police Department	LaPlata Police Department
Baltimore County Police Department	Laurel Police Department
Bel Air Police Department	Manchester Police Department
Berlin Police Department	Prince George's National Capital Park Police
Berwyn Heights Police Department	Maryland Natural Resources Police
Bowie State University Police	Maryland Transportation Authority
Brunswick Police Department	Maryland State Police
Cambridge Police Department	Montgomery County Sheriff's Office
Capitol Heights Police Department	Montgomery County Police Department
Caroline County Sheriff's Office	Montgomery County National Capital Park Police
Carroll County Sheriff's Office	Mount Rainier Police Department
Cecil County Sheriff's Office	Morningside Police Department
Charles County Sheriff's Office	Mt. St. Mary's Public Safety Department
Cheverly Police Department	North East Police Department
Crisfield Police Department	Oakland Police Department
Crofton Police Department	Ocean City Police Department
Cumberland Police Department	Ocean Pines Police Department
Denton Police Department	Oxford Police Department
District Heights Police Department	Pocomoke City Police Department
Dorchester County Sheriff's Office	Preston Police Department
Easton Police Department	Prince George's County Police Department
Elkton Police Department	Rising Sun Police Department
Federsburg Police Department	Rock Hall Police Department
Forest Heights Police Department	Rockville City Police Department
Frederick County Sheriff's Office	Salisbury State University Police
Frostburg Police Department	Smithsburg Police Department
Frostburg State University Police Department	Somerset County Sheriff's Office
Fruitland Police Department	St. Mary's County Sheriff's Office
Garrett County Sheriff's Office	St. Michael's Police Department
Gaithersburg Police Department	St. Mary's College of Maryland Police Department
Glenarden Police Department	Sykesville Police Department
Hagerstown Police Department	Takoma Park Police Department
Hampstead Police Department	Talbot County Sheriff's Office
Harford County Sheriff's Office	Taneytown Police Department
Havre de Grace Police Department	Thurmont Police Department
Housing Authority of Baltimore City	Towson University Police Department
Howard County Police Department	University of MD, College Park, Police Department
	University of MD, Baltimore, Police Department
	Upper Marlboro Police Department
	Washington County Sheriff's Office
	Westminster Police Department
	Wicomico County Sheriff's Office

The Policy Development Committee created a policy that accomplished three things:

1. Unified law enforcement's response to domestic violence throughout the State;
2. Balanced a practical, reasonable law enforcement approach with responsible, helpful service to the parties, especially the victims of domestic violence; and
3. Educated the law enforcement community about domestic violence in general and how it is treated in the State of Maryland in particular.

- **Ongoing Law Enforcement Training**

Since the implementation of the model policy, training on domestic violence has occurred on a regular basis. As of August 31, 2001, MNADV reports that it has trained over 4,610 officers from 86 agencies in over 148 sessions. Officers trained by MNADV were trained under Grants to Encourage Arrest Policies (GTEAP) and VAWA funds. Local service providers have also worked with local police agencies to increase law enforcement's understanding of and response to domestic violence. Local domestic violence training occurs yearly during in service training, or at the special request of law enforcement agencies.

- **Local Domestic Violence Units**

Many law enforcement agencies have used VAWA funds to create domestic violence units. Units are made up of specially trained individuals whose sole job is to investigate and follow through on domestic violence cases. Units also ensure that protective orders are entered into criminal databases in a timely and accurate manner. In addition, specialized units may be responsible for training other law enforcement departments and ensuring that local domestic violence policies are followed. In essence, domestic violence units work to implement the law enforcement recommendations set forth in *A Call to Action*. Depending on local resources, units may be only one person or several individuals. Generally speaking,

units that employ more than one person consist of a sworn officer and a victim advocate.

In rural Garrett County, for example, the Sheriff's Office employs a domestic violence counselor who accompanies the officers on domestic violence calls. Once the scene is secure, the counselor immediately assists the victim in making decisions while the details of the crime are still clear in her mind. Additionally, the counselor assists in obtaining statements about the incident, taking photos, arranging for lodging or shelter as needed, and serves as an advocate for the victim at court hearings. In this unit, along with similar units statewide, the counselor also assists with sexual assault investigations by taking photographs, collecting statements, and serving as a liaison at the medical center while the victim receives medical care.

**Anne Arundel County
Domestic Violence Outreach Through
Enhanced Enforcement
(DVOTEE)**

The Anne Arundel County Police Department has a domestic violence officer in each of the four law enforcement districts in Anne Arundel County. After being specifically trained in domestic violence, the officers:

1. Encourage and refer abusers to seek help through abuser intervention programs; and
2. Serve as a critical link between law enforcement and victim advocates to ensure that victims do not get lost in the system.

The DVOTEE project has won several awards and serves as a model program in Maryland. It is the only program in the state in which officers work with abusers and encourage them to seek assistance.

In 2000, Anne Arundel County responded to 15,902 domestic calls for service, of which 1,434 involved serious or violent assaults.

- **South Cumberland's Domestic Violence Response Team**

The Community has created an innovative partnership, the Domestic Violence Response Team, involving a community police officer and an advocate, who jointly respond to calls for police assistance because of violence within the home. Victim safety is a top priority. The police officer decides the appropriate law enforcement response at the scene of the crime, while the advocate provides information regarding the criminal justice process, as well as the remedies available to the victim through the civil justice system. Social service referrals are also made, when appropriate, for any children who have witnessed violence within the home. The following case shows the importance of the coordinated community response:

A domestic violence team responded to a domestic violence call. While they were in the home, the police officer recognized that the son in the household was on home detention as a condition of Department of Juvenile Justice (DJJ) probation. From their interviews, the DV team learned that the father frequently abused alcohol and mistreated the son, who would leave the house when the father was abusive. However, since he had been placed on home detention, his mother and sister hid him in the dark basement when the father was drunk and violent.

The police officer contacted the community juvenile probation officer, who recognized that if the youth violated his home detention, he was likely to be placed in secure detention. The probation officer informed the court of the situation at home. The police and DJJ stepped up their level of home contacts to send a clear message to the father that he was under close scrutiny. The pattern of violence stopped, and the son was able to complete his time on home detention successfully. The DV team is now concentrating on getting the father into treatment for his alcoholism.

- **Maryland State Police Regional Family Violence Unit**

Complementing the local domestic violence units, the Maryland State Police used VAWA funds to establish a Regional Family Violence Unit (RFVU) that works statewide, with an emphasis on rural areas. The RFVU was established in September 1997 to assist coordinating the community's response to domestic violence. The unit is currently comprised of nine (9) regional investigators, a Project Coordinator, and a Project Director. The RFVU serves victims of domestic violence by increasing awareness, helping victims in obtaining *ex parte* orders and civil orders of protection, following up on domestic violence reports, investigating crime scenes, and providing their services to victims when they are needed. The investigators also work closely with victim advocacy groups and the court system to assure that victims of domestic violence receive the assistance they need. Ultimately, the goal of the RFVU is to decrease domestic violence in rural areas of the State by providing victims with a solid support system.

- ***Civil Orders of Protection: Service, Computer Entry, and Enforcement***

Since 1996, law enforcement has improved its ability to serve, enter and enforce in-state and out-of-state civil orders of protection. Additionally, law enforcement has worked with military installations to ensure that abusers in the military are held accountable for their actions.

On In-State Orders, the following actions have been taken:

- Through legislation passed in 1997, respondents of a protective order could be served "in open court or by first class mail."⁵ This saved law enforcement agencies time and allowed them to follow up on other aspects of domestic violence cases.

⁵ HB 158 –Family Law–Protective Orders was signed into law on May 8, 1997.

- Law enforcement agencies began entering civil orders of protection into the Maryland Law Enforcement Interagency Law Enforcement System (MILES) in 1995. This database is a statewide system that enables officers to check for outstanding warrants and for other crime-related background information. With the inclusion of civil orders of protection in MILES, officers responding to domestic violence scenes have the ability to access information on civil protective orders around the clock.

- The entry of *ex parte* and protective order data has received heightened public attention over the last several years. As a result, in November 1999 the Superintendent of the Maryland State Police created The Task Force on Law Enforcement and Court Maintenance of *Ex Parte* and Protective Orders. Agencies participating on the Task Force include the Attorney General's and Lt. Governor's Family Violence Council, the Maryland State Police, the District Court, the Maryland Network Against Domestic Violence, the Maryland Sheriffs' Association, the Department of Public Safety and Correctional Services, the Governor's Office of Crime Control and Prevention, the United States Attorney's Office, and the Administrative Office of the Courts. The purpose of the Task Force is to address issues related to the issuance, service, and data entry of *Ex parte* and Civil Protective Orders. The Task Force identified the following issues:

1. Orders were not being promptly entered into MILES/Federal Bureau of Investigation's National Crime Information Center (NCIC) systems.
2. In some instances, law enforcement

was not able to enter *ex parte orders* before they expired.

3. Law enforcement was not able to place information into law enforcement computer systems due to a lack of information.
 4. Judges were not consistently completing forms properly and this was impacting law enforcement's ability to process forms correctly.
 5. Forms did not correspond to MILES/NCIC codes.
- Significant improvements have been made in the reduction of critical errors. Critical errors are those errors which, if overlooked, could result in the respondent of a



protective order having the ability to obtain a regulated firearm. The Maryland State Police NCIC Audit Unit monitors law enforcement agencies responsible for the data entry of *ex parte* and protective orders.

The most recent audit data reveals that all thirty-one agencies monitored

experienced a critical error rate of less than or equal to 10%. Nineteen agencies had a 0% critical error rate, eight agencies had a 5% critical error rate and five agencies had a 10% critical error rate. The Maryland State Police NCIC Audit Unit implemented increased audits of local departments responsible for entering protective orders and has continued those audits.

- To reduce backlogs and improve the timely entry of orders, the Governor's Office of Crime Control and Prevention has provided grant funds to establish domestic violence units dedicated to the service and data entry of *ex parte* and protective orders. The General Assembly provided \$200,000.00 during the 2000 Session and \$800,000.00 has been made available through federal funds. Twenty-four of the thirty-one law

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enforcement agencies responsible for the data entry of *ex parte* and protective orders applied for this grant funding to support their data entry operations.

- The Maryland State Police have hired a program coordinator to work with the Governor's Office of Crime Control and Prevention to ensure compliance of grant requirements. A reporting system has been developed to monitor the progress of each grant program. The Maryland State Police maintains a support unit twenty-four hours a day to provide technical support for data entry personnel using the MILES/NCIC systems, including data entry of *ex parte* and protective orders.
- To reduce data entry errors, the Maryland State Police NCIC Unit modified data entry screens to make the process of entering information from protective orders easier. The NCIC Unit also modified data entry codes so that it would no longer be necessary for agencies entering protective order data to answer multiple questions regarding information from the order.
- The District Court has established a forms committee to review existing forms used to process domestic violence cases. Several changes were recommended and are under review by the District Court. The District Court in Prince George's County is testing a new computer program for *ex parte* and protective orders. This program will replace the hand written orders with computer-generated orders that contain all pertinent information. The program has received favorable reviews. Once the testing is completed, the program will be made available to the other courts.
- The Task Force held regional seminars throughout the State. These seminars provide opportunities for law enforcement, court personnel, victim's advocates and State's Attorney representatives to openly discuss issues impacting the timeliness of order entries. The Maryland State Police NCIC Unit Training Coordinator is providing hands-on training for personnel assigned to the thirty-one agencies. Personnel from all thirty-one agencies have been trained.
- Progress has been made towards the creation of a Statewide Warrant System. The Statewide Warrant System will be an on-line real time system to house active warrants and orders issued by the circuit and District Courts of Maryland, federal Courts, the Division of Parole and Probation, the Parole Commission and criminal justice agencies. This has required extensive planning and negotiation with stakeholders across different branches and levels of government. A project manager has been hired to support the next steps of the project and the project is expected to be completed in mid-2003.
- On Out-of-State Orders, the following actions have been taken:

Information sharing within Maryland and across the United States has also been expanded. A link between MILES and NCIC has been established so that data originating in Maryland can be shared with other states.

NCIC Protection Order File: 41 Contributing States

Alaska	Kansas	Massachusetts	Pennsylvania
Arizona	Kentucky	Missouri	Rhode Island
Arkansas	Louisiana	Montana	South Carolina
California	Maryland	Nebraska	Tennessee
Colorado	Michigan	New Hampshire	Texas
Connecticut	Minnesota	New Mexico	Vermont
Florida	Ohio	New York	Washington
Georgia	Oklahoma	North Carolina	Wisconsin
Idaho	Iowa	North Dakota	Wyoming
Indiana	Maine	Oregon	

- In 1999, members of the Family Violence Council began discussing the issue of enforcement of out-of-state protective orders within the Mid-Atlantic states. To this end, three regional full faith and credit conferences were organized. The first conference was sponsored by Delaware in October 1999 and included Delaware, Pennsylvania, Virginia, New Jersey, the District of Columbia, and Maryland.
- In an opinion issued in Spring 2000⁶, the Office of the Attorney General clarified concerns pertaining to the enforcement of out-of-state orders. Subsequently, the Council prepared an Instructional Guide for Law Enforcement on the Criminal Enforcement of out-of-state protective orders which is based in large part on this opinion.
- Within the opinion, the Attorney General suggested that legislation be introduced to simplify the way orders are interpreted and enforced. During the 2001 Legislative Session, HB 254–Domestic Violence-Out-of-State Orders for Protection–Enforcement was introduced and signed into law on May 18, 2001. The law took effect October 1, 2001.
- Communication between the Mid-Atlantic states continues. Discussion has included examining the feasibility of producing court forms which coincide with state and national computer databases; and the feasibility of a computer database which immediately enters civil *ex parte* and protective orders once they are granted by the court.
- *The Military*
In order to help the Department of Defense (DoD) improve its response to domestic violence, Congress passed the National Defense Authorization Act of Fiscal Year 2000, Public Law 106-65, Sect. 591. This law required the Secretary of Defense to create the Defense Task Force on Domestic Violence. The Task Force was asked to provide recommendations pertaining to domestic violence in the following areas:
 - (1) ongoing victim safety programs;
 - (2) offender accountability;
 - (3) climate for effective prevention of domestic violence;
 - (4) coordination and collaboration among all military organizations with responsibility or jurisdiction with respect to domestic violence;
 - (5) coordination between military and civilian communities with respect to domestic violence;

⁶ 85 Opinions of the Attorney General ____ (2000) [Opinion No. 00-0009(April 11, 2000)]

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- (6) research priorities;
- (7) data collection;
- (8) curricula and training for military commanding officers;
- (9) prevention and response to domestic violence at overseas installations; and
- (10) other issues identified by the Task Force relating to domestic violence within the military.

In February 2001, the Defense Task Force on Domestic Violence issued a strategic plan pertaining to the aforementioned recommendations. The Task Force noted that due to differing jurisdictions, not all civilian protective orders are entitled to enforcement on military installations. The Task Force recommended both federal legislation and amendment of the Uniform Code of Military Justice to remedy this. It also recommended that DoD:

- (1) develop and disseminate a standard military protective order (MPO) form;
- (2) issue a policy that all MPOs are to be given in writing;
- (3) issue a directive requiring a commanding officer who issues a MPO to a member of the Armed Forces to provide a written copy of that order within 24 hours of its issuance, to the person with whom the member is ordered not to have contact;
- (4) establish a system to record and track all MPOs; and
- (5) establish a policy ensuring that written copies of all MPOs are forwarded immediately to both the installation's Family Advocacy Program and the installation's law enforcement agency.

DoD is in the process of preparing a response to these recommendations. Currently, military commanders are responsible for ensuring that MPOs are enforced with respect to military personnel. A military commander has authority to issue a MPO that parallels a protective order issued by a civilian court. Although full faith and credit principles for enforcement of civilian protective orders do not apply to military commanders, liaisons between civilian and military authorities that produce parallel protective orders can achieve the same result.

Civilian and military authorities in Maryland have worked together to ensure the safety of domestic violence victims and will continue to do so. Through the work of the Interstate and Military Base Subcommittee of the Council's Criminal Justice Action Team, civilian law enforcement personnel are now escorted onto the following military installations to serve the abuser with the civilian protective order:

(1) Aberdeen Proving Grounds, (2) Ft. Meade, (3) Andrews Air Force Base, and (4) Ft. Detrick. As a result of ongoing collaboration, the Office of the U.S. Attorney for Maryland reports fewer complaints since the implementation of the recommendations by the installations noted above. In addition, several Family Advocacy Program representatives serve on local domestic violence coordinating councils.



What are Family Advocacy Programs (FAP)?

FAPs are programs within the DoD that provide services to ensure the prevention, education, prompt reporting, investigation, intervention and treatment of child and spouse abuse. The primary goal of the program is to help families develop and use improved parenting and communication skills, as well as learning stress management to promote healthy relationships. FAPs have been providing social services to victims of spouse abuse and treatment to spouse abusers for more than a decade, and similar services in child abuse cases for nearly two decades. (Plans are being made to amend DoD Directive Number 6400.1 in response to some of the recommendations of the Task Force. Directive 6400.1 primarily pertains to the roles and responsibilities of Family Advocacy Programs.) However, such services are limited by federal law to active duty service members and their family members, retirees, and certain civilian employees and contractors. The law does not currently permit the FAP or family centers on military installations to provide social services to civilian victims of domestic violence who do not otherwise qualify for services.

- *Sexual Assault Policy and Training*
The Maryland Coalition Against Sexual Assault (MCASA) and the MPCTC authored and distributed a model policy on sexual assault similar to the domestic violence model policy. The sexual assault model policy is divided into five sections and includes guiding principles, definitions, and Maryland law pertaining to sexual assault. To determine which agencies adopted the model policy either in full or in part, MCASA, in conjunction with MPCTC, distributed a one page, multi-questioned survey. The survey was sent in May 2001 and a follow up survey was sent in June 2001 to approximately 135 police agencies. Of the 91 agencies that responded, approximately 70% reported that they adopted the sexual assault model policy. The remaining 30% reported they had either substituted their own policy or a part of the model policy. The list of agencies with a sexual assault policy can be found on page 21.

MCASA also worked with MPCTC to develop and distribute *Crimes of Sexual Assault: A Guide for Victims and Law Enforcement*. The guide is a comprehensive summary and check-list of investigative techniques and tasks essential to be completed when investigating sexual

assault offenses. The guide was designed to fit into the breast pocket of an officer's uniform so, while at the scene, the officer could use the guide as a quick reference tool. Approximately 13,000 guides were printed and 9,500 were dispersed to law enforcement agencies statewide.

Along with the pocket guide and model policy, MCASA worked with the MPCTC, the Baltimore County State's Attorney's Office and the Maryland State Police Crime Laboratory to produce the *Police Response to Crimes of Sexual Violence Training Video* (1998).



Training Notes:

Law Enforcement officers receive training on sexual assault every three years.

Summary of Law Enforcement Guide

Definition of Sexual Assault and Assault Classifications
Lists parts of the Maryland Annotated Code
Distinctions between types of sexual assaults

Role of the Responding Officer
Protecting and Supporting the Victim
Identifying, Isolating and Protecting the Crime Scene

The Preliminary Investigation

The Victim's Medical Exam
The Victim's Interview
The Investigative Strategy
The Offensive Report

Protective Orders and the Judicial Process

Provides an overview of the types of relief available to victims

First Response to Sexual Assault: A Guide for Law Enforcement

The way victims recover from a sexual assault depends largely on their experiences immediately following the crime. Law enforcement, in their investigations, have been trained to work with hospitals that specialize in sexual assault examinations. Sexual Assault Forensic Examination (SAFE) programs reside within emergency departments in hospitals in 16 of the 24 jurisdictions in Maryland. (See page 19) The key component of a certified SAFE program is a specially trained nurse called Sexual Assault Nurse Examiner (SANE). These nurses have participated in intensive

training programs that enable nurses to conduct sexual assault medical examinations with specialized equipment. In addition, nurses learn how to collect evidence and testify in court. Certified SAFE programs are important because the examination of a sexual assault victim differs in many respects from that of other assault victims. First, no other crime involves possible consequences as communicable diseases or unwanted pregnancy. Second, the invasive procedures involved in the medical examination often constitute a traumatic, rather than healing experience.



Certified SAFE Programs in Maryland

Anne Arundel County

Allegany County

Baltimore City

Baltimore County

Calvert County

Carroll County

Charles County

Frederick County

Harford County

Howard County

Kent County

Montgomery County

Prince George's County

Queen Anne's County

St. Mary's County

Talbot County

North Arundel Hospital

Memorial Hospital of Cumberland

Mercy Medical Center

Greater Baltimore Medical Center

Calvert Memorial Hospital

Carroll County General Hospital

Civista Medical Center

Frederick Memorial Hospital

Harford Memorial Hospital

Howard County General

Kent/Queen Anne's Hospital

Shady Grove Adventist Hospital

Prince George's Hospital Center

Kent/Queen Anne's Hospital

St. Mary's Hospital/Calvert Memorial

Memorial Hospital of Easton

Recommendations

- **Domestic Violence Policy and Training**
The Family Violence Council has been, and continues to be, active in this area. Local coordinating councils are best able to assess the quality of law enforcement's response because they work with victims directly. Local councils are our best source of knowledge on how each system works. Law enforcement response is critical and should continue to be a priority of the Council. The MNADV, in its continuing effort to train law enforcement officers, has planned at least 60 training sessions over the course of next year. In addition, the MNADV implemented two statewide conferences about stalking and strangulation. Plans for future conference topics include risk assessment and the link between animal abuse and family violence.
- **Civil Orders of Protection: Service, Computer Entry, and Enforcement**

In-State Orders

Law enforcement should continue to enter civil orders of protection into MILES/

NCIC in a timely and accurate manner.

Agencies responsible for data entry should receive resources necessary to enter orders. The Council will continue to support law enforcement agencies in their efforts and work. Additionally, the Council should monitor the progress of statewide efforts to enhance statewide computer systems.

Out-of-State Orders

The issue of full faith and credit has been a priority issue for the Council. Not only has the legislature passed enabling domestic violence legislation, but members of the Council are continually working with law enforcement to ensure quality training. The Sheriffs' Association has been awarded a grant from MPCTC to train law enforcement on how to properly enforce out-of-state orders for protection. The training took place in 2002 and was conducted by the Family Violence Council and MNADV. The Council should remain on the cusp of domestic violence full faith and credit issues and work with local councils to train the appropriate systems.

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The Military

The advocacy community continues to express a need to learn more about how the military handles domestic violence. The Council should investigate whether each military service issues policies or publications regarding how it handles family violence and distribute this information to the advocacy community. In addition, efforts should be made to involve military personnel on local coordinating councils. Cross training and education should be stressed.

- **Sexual Violence**

Although great strides have been made, this area continues to be a topic of growing concern. MCASA is currently working on statewide recommendations that will be distributed in 2003. Improvements will be recommended under a variety of topics, including, but not limited to:

- Counseling
- Health Care
- Evidence Collection
- Law Enforcement
- Prosecution
- Coordination
- Data Collection

Training Notes:

MNADV was selected by the Mid-Atlantic Regional Community Policing Institute (MARPCI) to provide domestic violence training to Maryland, Delaware and the District of Columbia under the federal grant entitled "Comprehensive Domestic Violence Education Grant." MARPCI is one of 30 regional institutes in the country that offers numerous courses related to community policing and in 2000, provided training to nearly 2000 law enforcement officers, government personnel and citizens. Training will be structured to fit the needs of local communities that began in Spring 2002.

Adopted Model Policy:

The following police agencies have adopted a sexual assault policy:

Allegany County Sheriff's Office
Anne Arundel County Police Department
Baltimore Police Department
Baltimore County Police Department
Baltimore County Sheriff's Office
Bel Air Police Department
Berwyn Heights Police Department
Bowie State University
Cambridge Police Department
Caroline County Sheriff's Office
Chestertown Police Department
Chevy Chase Police Department
Crisfield Police Department
Crofton Police Department
Cumberland Police Department
Delmar Police Department
Denton Police Department
Maryland State Police
District Heights Police Department
Dorchester Police Department
Elkton Police Department
Essex Community College Police Department
Federalsburg Police Department
Frederick County Sheriff's Office
Frostburg City Police Department
Fruitland Police Department
Garrett County Sheriff's Office
Glenarden Police Department
Greenbelt Police Department
Hampstead Police Department
Havre De Grace Police Department
Hood College Police Department
Housing Authority of Baltimore Police Dept.
Hurlock Police Department
Kent County Sheriff's Office
Landover Hills Police Department
Luke Police Department
Manchester Police Department
Maryland Natural Resources Police
Morgan State Police Department
Morningside Police Department
Mt. Ranier Police
North East Police Department
Ocean Pines Police Department
Oxford Police Department
Pocomoke City Police Department
Prince George's County Police Department
Queen Anne's County Sheriff's Office
Ridgely Police Department
Rising Sun Police Department

Rock Hall Police Department
Salisbury State Police Department
Smithsburg Police Department
Somerset County Sheriff's Office
St. Michael's Police Department
Sykesville Police Department
Talbot County Sheriff's Office
Thurmont Police Department
University of MD Baltimore Co. Police Department
University of MD Baltimore, Police Department
University of MD Eastern Shore, Police Department
Washington Metro Transit Police
Westminster Police Department
Wicomico Sheriff's Office

Model Policy with Modifications

Berlin Police Department
Brunswick Police Department
Cecil County Sheriff's Office
Cheverly Police Department
Coppin State Police Department
Howard County Sheriff's Office
Maryland Transportation Authority
Mt. St. Mary's College Police Department
Ocean City Police Department
University of MD College Park Police Department

Substituted Model Policy with Own Policy

Annapolis Police Department
Charles County Police Department
Forest Heights Police Department
Frostburg State College Police Department
Gaithersburg Police Department
Harford County Sheriff's Office
Hyattsville Police Department
National Capital Park Police-Prince George's County Division
Montgomery County Police Department
Riverdale Police Department
Rockville Police Department
Salisbury Police Department
Snow Hill Police Department
Taneytown Police Department
Washington County Sheriff's Office
Western MD College Police Department

There are currently 240 court commissioners throughout Maryland's 12 District Court districts.

3. Court Commissioners

Importance to Victims

Court commissioners play a critical role in victim safety, often serving as the first line of defense. A victim can go directly to a court commissioner without police intervention 24 hours a day, 7 days a week, to make application for a statement of charges against an abuser. If a commissioner finds probable cause to believe an offense occurred, she or he can issue a summons or an arrest warrant. They also set conditions of pretrial release, including whether to require a bond. Because the victim's safety is of paramount concern, it is imperative that commissioners handle complaints appropriately, carefully, and swiftly, all the while giving due consideration to victim safety.

The District Court of Maryland was created by constitutional amendment ratified in 1970 (Chapter 789, Acts of 1969; Const., Art. IV, §§ 41A through 41-I). The Court began operating as a court of record in July 1971. The Court has statewide jurisdiction, functioning in every county and Baltimore City. Commissioners have existed since the District Court was created. According to Article 4, Section 41G of the Maryland Constitution:

“There shall be District Court commissioners in the number and with the qualifications and compensation prescribed by law. Commissioners in a district shall be appointed by and serve at the pleasure of the Administrative Judge of the district, subject to the approval of the Chief Judge of the District Court. Commissioners may exercise power only with respect to warrants of arrest, or bail or collateral or other terms of pre-trial release pending hearing, or incarceration pending hearing, and then only as prescribed by law or by rule.”

The Challenge

In 1996, the Family Violence Council gathered feedback about commissioners through public hearings. The administrative commissioners in each jurisdiction also provided information by responding to a Council Survey. The issues raised through the hearings and the survey exposed some of the challenges faced by commissioners and victims. Specifically, the Council found that some commissioners:

1. Lacked sufficient information in the statements of fact to charge crimes of domestic violence and lacked sufficient background information to set appropriate terms of release;
2. Were not immediately accessible 24-hours per day, 7 days a week;
3. Were insensitive to domestic violence issues; and
4. Released perpetrators on their own recognizance rather than setting conditions of pretrial release.

Meeting the Challenge

- Training
Since 1996, many positive changes have occurred, including the institutionalization of domestic violence training in 2000. In 1998-1999 the Coordinator for Commissioner Activity, the Chief Judge of the District Court, the House of Ruth, and the Mid-Shore Council on Family Violence used VAWA funding to create a District Court Commissioners' Domestic Violence curriculum and comprehensive domestic violence training for court commissioners. Among other issues, this training addressed: domestic violence dynamics, the impact of domestic violence, reviewing the defendant's criminal history, searching for a history of violence and convictions and issuance of civil protective orders. In 1998 all 139 court commissioners received this training.

The District Court of Maryland also produced a training videotape that consisted of interviews with the Honorable Martha Rasin, Sgt. Mark Wynn of Nashville, and Commissioner Michael Johnson. Viewing the videotape and participating in the domestic violence training are required of all new hires. Finally, the organizations also used the VAWA grant to develop guidelines that help commissioners implement “no contact” and “stay away” conditions of pretrial release at initial appearance hearings.

District Court Commissioners attend mandatory quarterly meetings in each district. These meetings are for educational and training purposes. In addition, a Commissioner Education Committee (CEC) is responsible for overall commissioner education. The CEC consists of nine judges, two commissioners and the Coordinator of Commissioner Activity. The CEC holds an annual conference where the latest information on law changes are taught. Training and education on domestic violence issues has been a part of both conferences and quarterly meetings for at least the last four years. In 2002 a new Academy was started to provide basic education to newly appointed commissioners. The curriculum developed for the District Court by the House of Ruth and the Mid-Shore Council on Family Violence will be part of each academy.

- Victim Safety

Prioritizing victim safety is critical. Safety issues are reviewed and reinforced in training (the commissioners’ Domestic Violence Curriculum devotes a section to considerations of victim safety and sample safety plans are including in all training materials. Also, local domestic violence and sexual assault service providers are encouraged to update local court commissioners annually about their programs and the services that they offer.

A Call to Action recommended that in the pretrial release determination, victim safety be made a consideration equal to that of ensuring the defendant’s appearance at trial. Governor Glendening in 2001, signed into law HB 507-Victims’ Rights-Conditions of Pretrial or Prehearing Release. That bill states, in part, consistent with that recommendation, that a District Court judge or court commissioner shall consider reasonable protections for the safety of the victim when making a pretrial or pre-hearing release decision.

Failure of a court commissioner to treat a victim’s case with due attention is treated seriously. Complaints against commissioners are investigated locally by the Administrative Judge and at the State level by the Coordinator for Commissioner Activity.

- Commissioner Qualifications

A great deal of effort has been spent on developing the professionalism of court commissioners. In 1996, court commissioners were required to have a high school diploma. In 1997 all new hires were required to have a four-year undergraduate degree. As of July 18, 2002, of the 240 commissioners, 36 have high school diplomas, 12 have associate degrees, 157 have bachelors degrees, 23 have masters degrees, and 14 have law degrees.

- 24-Hour Access to Commissioners/Public Education

Many people are not aware that court commissioners are available 24-hours a day, 7 days a week. Thus, in 2001, the Coordinator of Commissioner Activity began an information campaign to educate citizens on commissioners’ availability and the easiest methods for contacting them directly. For instance, in Washington County, Garrett County and counties on the Eastern Shore, court commissioners’ pager and telephone numbers appeared on billboards and

newspapers. Also, a new paging system was implemented in August, 2001 in jurisdictions where commissioners are not on site around the clock, but are instead on call, that makes it easier to reach these commissioners at any hour.

To further meet the needs of the public, two new Commissioners' offices were opened in July 2001. In Prince George's County a second regional booking facility opened at the new District IV Police Station in Oxon Hill in Eastover Shopping Center. It merges the Clinton and the old Oxon Hill commissioner stations, which covered Southern Prince George's County. Staffed by 35 commissioners, this new station will provide 24-hour coverage and is expected to generate thousands of transactions yearly, including initial appearance hearings, bond hearings, and applications for statements of charges. Between January 1, 2002 and June 30, 2002, the Eastover facility generated 7,249 transactions. The other 24-hour facility in Prince George's County, Kentland Station, produced 23,670 transactions from January 1, 2001 through December 31, 2001. In addition to Prince George's County, Carroll County opened a satellite station within the detention center. This office, staffed by four on-call commissioners who will provide coverage from 4:00 p.m. to 8:00 a.m. Monday through Saturday and for 24-hours on Sunday, will provide police and citizens better access to commissioners during the nighttime hours. The primary station, still located at the courthouse commissioner's office, will provide coverage during business hours.

Baltimore City is experiencing growth as well. A new station opened on October 1, 2002 and is located on North Calvert Street. All stations located in police stations will close allowing better schedule coverage in one location. This change will likely increase the number of applications coming to commissioners. This station will

operate 24 hours a day, 7 days a week and will accept applications from both citizens and law enforcement. Individuals arrested will continue to be taken to Central Booking Intake for processing. The Coordinator of Commissioner Activity expects improved service opportunities especially in light of the passage of legislation giving commissioners the authority to issue civil interim orders.

Recommendations

- The Council should work with the Coordinator of Commissioner Activity and others to coordinate the implementation of legislation passed in 2002 allowing victims to obtain interim orders for protection from commissioners 24-hours per day, 7 days a week.
- The Coordinator of Commissioner Activity should continue to conduct outreach activities to raise public awareness about the responsibilities, training, and qualifications of court commissioners. The new staff training coordinator should evaluate current training and assess future training needs.
- The courts, in setting conditions of pretrial releases, should also institute mechanisms to track whether commissioners make victim safety a priority and whether victims report that conditions of release are tailored to protect victims' safety.

Key Partners

Maryland Judiciary
Chief Judge of the District Court
Maryland State's Attorneys' Association
Local family violence coordinating councils
Maryland Network Against Domestic Violence
Maryland Coalition Against Sexual Assault

4. State's Attorneys

Importance to Victims

A State's Attorney is an elected official in every jurisdiction who is responsible for prosecuting cases. As such, the State's Attorney has the power to decide whether to prosecute a particular case or not. In domestic violence cases, victims often ask for the charges against the abuser to be dropped, either because they are afraid of the abuser, or because they feel the need to be economically secure. Regardless of the reason, prosecutors historically have abided by the wishes of the victim and dropped the charges. However, dropping the charges rarely stops the violence. To the contrary, successful criminal justice intervention is a necessary and important part of the coordinated community response when holding the abuser accountable.

Criminal prosecution of domestic violence cases is essential for several reasons. First, it holds the abuser accountable for his actions. Historically, abusers have been able to batter because society has viewed domestic violence as a "family issue." Second, consistent criminal prosecution sends the message that violence in the home is criminal behavior and will not be tolerated. Crimes committed against individuals are also crimes committed against the state. As a result, the perpetrator can be prosecuted regardless of whether the victim chooses to testify.

The Challenge

The Council studied State's Attorneys' practices around the State to identify problems that exist in domestic violence investigation, prosecution, and victim advocacy. While many State's Attorneys had made progress in the area of domestic violence, some needed additional assistance. Not all jurisdictions aggressively prosecuted domestic violence crimes, and a "No Drop" policy meant the case would not be dropped unless the victim wanted it to be. Essentially, prosecutors would only go forward with the case if victims agreed to testify. In

addition, not all State's Attorneys' Offices trained their assistants about the cycle of violence, specialized prosecution techniques, and evidentiary issues. While this inconsistency adversely affected victims, it also disempowered the police. Because the State's Attorney's Office and the police department work hand-in-hand, it was frustrating for police when they made a concerted effort to collect evidence using a special domestic violence form, and then the prosecutor failed to move forward with the case.

Meeting the Challenge

The State of Maryland worked to adopt Pro-Prosecution policies and procedures. A Pro-Prosecution policy means that if the State's Attorney believes that there is sufficient evidence to prove the accused guilty beyond a reasonable doubt they will prosecute. While the victim's testimony is helpful, it is not always crucial. When a homicide detective is being trained, he/she knows that the victim can not speak for him/herself. The investigator, therefore, must collect evidence, take photographs of the crime scene, interview witnesses, and conduct a thorough investigation. The same can be said for domestic violence cases. If the victim chooses not to speak for herself, then the evidence and crime scene must speak for her.

Pro-Prosecution policies enable local domestic violence coordinating councils to create and enforce an initial response policy that focuses on evidence collection at the scene, the preliminary and follow-up investigation, and training. On-scene investigations and responses by law enforcement enable prosecutors to possess sufficient evidence to prosecute domestic violence cases even if the victim does not testify or decides to testify for the defense.

The overall goal of the Pro-Prosecution policy is to increase the success rate of prosecuting abusers. Among other criteria, accomplishment of this goal is measured by

In fiscal year 2000, over 4,268 family violence victims received consultation or legal representation services through the Administrative Office of the Courts' Special Grant funding.

the following: (1) decreasing the number of cases placed on the stet docket; (2) increasing the number of guilty cases; (3) decreasing the number of not-guilty cases; (4) increasing the number of probation before judgement cases; (5) decreasing the number of cases dismissed; and (6) reviewing anecdotal evidence from the criminal justice system about the project.

Throughout the implementation of the Pro-Prosecution policy, MNADV developed tools for State's Attorneys as well as other members of the criminal justice system involved with Pro-Prosecution. These tools included:

Supplemental Domestic Violence Form

This form is to be completed by law enforcement officers at the scene and turned over to the State's Attorney's Office, along with the incident report, photos, and 911 tapes for prosecution.

- *Pro-Prosecution Training Manual*
The manual that is provided to participating agencies is entitled, "Pro-Prosecution: Holding the Abuser Accountable—Domestic Violence Training for the Criminal Justice Community." The manual contains the following topics: an overview of domestic violence; the individual roles in separate chapters of coordinating councils; law enforcement; the prosecutor; parole and probation; court commissioners; Maryland laws; and domestic violence and sexual assault resources. The training manual is distributed to every person that participates in the project.

Training Sessions

Pro-Prosecution trainings are being provided by MNADV statewide. Training sessions are provided for law enforcement officers in a seven-hour block of instruction and in a separate three hour block for prosecutors and parole and probation agents. Regardless of profession, each attendee learns about the cycle and dynamics of domestic violence and other

aspects relevant to the issue. Law enforcement representatives receive instruction on how and why to complete the form, how to collect and document evidence, how and why to take photos and how to use 911 tapes. For prosecutors, trainers discuss how to use the evidence collected and the supplemental form to prosecute without the victim. All law enforcement trainings are certified through the MPCTC.

Thus far, 22 of Maryland's 24 jurisdictions have been trained in Pro-Prosecution⁷. As the project continues to flourish, participating counties have requested ongoing training to ensure the project's success. Plans are being made to provide "update" trainings in counties that have been participating in the project for several years. At the request of local service providers on the Eastern Shore, the MNADV has begun retraining in Caroline County. In May 2001, law enforcement agencies in the county and all members of the State's Attorney's Office were retrained. Local service providers and MNADV have begun the process of retraining agencies in Dorchester, Kent and Talbot counties as well.

Although the Pro-Prosecution Project has been adopted in 22 jurisdictions, it is essential for prosecutors to have written policies and units designated to prosecute domestic violence crimes. To determine which State's Attorneys had adopted a written Pro-Prosecution policy to coincide with the project, the Council, in conjunction with the Maryland State's Attorneys' Association, mailed surveys to all 24 State's Attorneys. Of the 21 offices that responded, 14 replied that they had a written policy. One county stated that they were in the process of adopting a policy. The chart below highlights which jurisdictions have a Domestic Violence Unit, written policies, and are using the Domestic Violence Supplemental Form.

⁷ Maryland Network Against Domestic Violence

Prosecution and Sexual Assault

In 1997, the Maryland Coalition Against Sexual Assault worked with the Maryland State's Attorney's Association to complete, "A Prosecutor's Resource Guide for Crimes of Sexual Violence in Maryland." The guide was designed to assist prosecutors in preparing and prosecuting cases involving crimes of sexual violence. The guide includes the following topics:

- Chapter 1:** An Overview of Sexual Violence: The Facts, Myths and Truths, Types of Sexual Offenses, and Types of Rape
- Chapter 2:** Overview of the Victims: Role of the Sexual Assault/Rape Crisis Center, Reactions of Victims, Understanding a Victim's Perspective, Community Based Services for Victims of Crime, and Interviewing the Victim
- Chapter 3:** Evidence Collection: Role of Law Enforcement, Maryland State Police Summary, Maryland State Police, Guidelines for Collection and Preservation of Evidence and DNA Analysis, Physical Examinations and Collection of Evidence, Typical Human Sexual Response, Patterns of Injury, Medical Terminology, and DNA.
- Chapter 4:** Trial Strategies: Voir Dire, Other Witnesses, Anticipated Defenses and Possible Responses, and Substance Abuse and Rohypnol Rape Cases
- Chapter 5:** Community Resources

State's Attorney's Offices with Pro-prosecution include the following:

County	DV Unit	DV Written Policies	No Drop Policy	Using DV Supplemental
Allegany	Yes	Yes	Yes	Yes
Anne Arundel	Yes	Yes	Yes	Yes
Baltimore City	Yes	Yes	Yes	Yes
Baltimore County	Yes	Yes	Yes	Yes
Calvert County	No	Yes	Yes	Yes
Caroline County	No	No	Yes	Yes
Carroll	Yes	No	Yes	Yes
Cecil	Yes	Yes	Yes	Yes
Charles				
Dorchester	Yes	No	Yes	Yes
Frederick	Yes	No	No	Yes
Garrett	No	No	Yes	Yes
Harford	Yes	Yes	Yes	Yes
Howard	Yes	Yes	Yes	Yes
Kent	No	Yes	Yes	Yes
Montgomery	Yes	Yes	Yes	Yes
Prince George's	Yes	Yes	Yes	Yes
Queen Anne's				
St. Mary's				
Somerset	Yes	No	No	Yes
Talbot	No	In process	Yes	In process
Washington	Yes	Yes	Yes	Yes
Wicomico	No	Yes	No	No
Worcester	No	Yes	Yes	Yes

Recommendations

- It is time for the state to follow the leadership of the local State's Attorneys Offices and adopt a model domestic violence Pro-Prosecution policy. A statewide Pro-Prosecution policy sends a strong message to abusers that the State, as well as local counties, take domestic violence seriously. For several years, the Council has worked with the Maryland State's Attorneys' Association (MSAA) to draft a model policy for the MSAA to adopt. The policy was near completion by the end of 2000. However, the draft needs to be completed and adopted by the MSAA.
- In addition, the Council suggests that MNADV work to complete an evaluation of the Pro-Prosecution project. While anecdotal evidence has produced positive results, analytical data may provide additional insight into the effectiveness of this policy at stopping family violence.

More About Pro-Prosecution

Pioneered in 1994 by the MNADV, the Pro-Prosecution Project was first implemented in Cecil, Talbot, and Frederick Counties. Since then, the project has expanded yearly and now includes 22 of Maryland's 24 jurisdictions. Work is continuing on incorporating the remaining jurisdictions, retraining participating counties, and evaluating the effectiveness of Pro-Prosecution in Maryland.

5. Courts

Importance to Victims

The courts play a critical and multi faceted role in the justice system's response to family violence. A victim of family violence can turn to the civil courts to file a petition for a temporary order of protection. If the court finds reasonable grounds to believe that abuse occurred, it may issue a temporary order of protection which lasts for up to seven days. Temporary relief can include ordering the alleged abuser (referred to as the respondent) to cease all abuse, contact, threats and harassment, to vacate the family home, and to stay away from the victim. Relief can also include awarding the victim (referred to as the petitioner) temporary custody of the children.

A second civil proceeding in the civil court, the protective order hearing, takes place within seven days after the temporary order is personally served on the respondent by a law enforcement officer. At that hearing, if the court finds by clear and convincing evidence that abuse occurred, it may grant a protective order that lasts for up to a year, with the possibility of a six-month extension.⁸ The Court can order the same relief granted within the temporary order, and may enhance the protections to include establishing temporary visitations with children, awarding emergency monetary relief and ordering the abuser to attend an abuser intervention program. Violations of temporary and final protective orders can be enforced through civil contempt proceedings, or in some instances through criminal remedies.

⁸Md. Code Ann., Fam. Law § 4-506(b)(2)(iii).

Civil protective order relief may include:⁹

1. Ordering the respondent to refrain from abusing or threatening to abuse any person eligible for relief;
2. Ordering the respondent to refrain from contacting, attempting to contact, or harassing any person eligible for relief;
3. Ordering the respondent to refrain from entering the residence of any person eligible for relief;
4. Ordering the respondent to vacate the home if the petitioner and respondent are married or jointly possess the home;
5. Ordering the respondent to stay away from petitioner's place of employment, school, temporary residence, and child care provider;
6. Awarding temporary custody of minor children;
7. Establishing temporary visitations;
8. Awarding emergency family maintenance;
9. Awarding use and possession of a vehicle jointly owned by respondent and petitioner;
10. Directing the respondent or any or all of the persons eligible for relief to participate in professionally supervised counseling or a domestic violence program;
11. Ordering the respondent to surrender to law enforcement authorities any firearm in the respondent's possession for the duration of the protective order; or
12. Ordering the respondent to pay filing fees and costs of a proceeding

The criminal courts also play a pivotal role in the State's response to family violence. They are one of society's means of holding abusers accountable for their criminal behavior. Family violence crimes generally appear before the criminal courts in the form of assault prosecutions. There are many charges in addition to assault, however, that can be brought against an abuser. For instance, an abuser could be charged with homicide, sexual assault, child abuse, elder abuse, malicious destruction of property, stalking, telephone misuse, harassment, violation of a temporary or final protective order or any other crime connected with violence or coercion of an intimate partner.

In the realm of domestic violence, criminal and civil remedies are not mutually exclusive. A victim who obtains a civil protective order may also press criminal charges against the abuser for the same act of abuse, family violence incidents often lead to multiple cases pending before different courts. Moreover, it is common to have a related divorce or custody case pending while criminal charges and/or protection through the civil courts is being pursued.

"Judges are the ultimate legal authority in the criminal justice system. If they fail to handle family violence cases with the appropriate judicial concern, the crime is trivialized and the victim receives no real protection or justice. Using the yardstick of the court to measure conduct, the attacker will perceive the crime as an insignificant offense. Consequently, he has no incentive to modify his behavior and continues to abuse with impunity. The investment in law enforcement services, shelter support and other victim assistance is wasted if the judiciary is not firm and supportive..."

Final Report, United States Attorney General's Task Force on Family Violence, page 41, Washington, D.C. (1984).

⁹FL §4-506

The Challenge

There may be numerous civil and criminal cases filed at any given time with different hearing dates and locations. The victim, as a lay person, often requires assistance to understand the different judicial processes in which she is involved as well as the remedies and resources available to her. It is essential that courts coordinate their efforts on related family cases to ensure a comprehensive and holistic response to family violence. In this way, the courts can assist victims in deciphering the labyrinth of the legal system and perhaps streamlining the process itself.

Through testimony at public hearings in 1996, the Council heard from victims of family violence who had the following complaints about civil and criminal courts:

- Some victims waited for hours and were even told to return to court the next day before their *ex parte* hearing would be heard;
- Some courts refused to hear a cross-petition involving the same parties when relief was already granted for the first petition;
- Some courts failed to specify reasonable terms for the visitation;
- Some courts did not treat violations of *ex parte* and protective orders as serious offenses and contempt hearings were not held for weeks or even months after the alleged violation; and
- Some court personnel did not seem to understand the dynamics of domestic violence.

Additionally, victims reported to the Council that many family violence cases received little or no serious treatment in the criminal courts.

At the same time, however, several innovative programs designed by the courts to assist victims of family violence were in their infancy:

- The Maryland Judiciary created a “Family Division” pilot project in Baltimore City,

offering various resources to families seeking access to the court and hired a case manager to coordinate services to families;

- The Maryland Judiciary initiated a dedicated Domestic Violence Court for criminal misdemeanors;
- The Administrative Office of the Courts, with VAWA funding, partnered with the House of Ruth and the Women’s Law Center to develop a court based legal representation project within the District and circuit courts for Baltimore City. The project, known as the Protective Order Advocacy and Representation Project (POARP), was created in an effort to increase the protections afforded to victims of domestic violence seeking protection through the courts. The project additionally emphasized improved handling of protective order cases by coordinating them with pending divorce and custody cases, when applicable; to increase coordination between the civil and criminal court systems; and to publicize the availability of both civil and criminal remedies for all victims seeking protection through the court.

In addition to these programs, the Council recommended numerous improvements for civil, criminal, juvenile, circuit and all trial courts to increase responsiveness to victims, to hold abusers accountable through the use of appropriate sanctions in sentencing to include, but not be limited to, court ordered participation in abuser intervention programs.

Meeting the Challenge

Civil Courts

A Call to Action made many recommendations regarding the civil courts. Below is a summary of those recommendations:

- Proceedings for *ex parte* protection should be treated as emergency matters and expedited by the courts;
- Contempt petitions for violations of temporary or final protective orders should

be expedited, treated seriously, and result in appropriate consequences for respondents;

- To the extent feasible, civil court clerks should check for cross-petitions for protection and append them to the court files;
- Domestic violence forms should be revised; and
- Protective order issues should be incorporated within judicial training.

Ex Parte Proceedings as Emergency Matters

A victim's filing of a temporary petition is a huge step for the victim and an acknowledgment that she is requesting intervention from the courts to assist her in preventing further abuse. Recognizing this, the Judiciary has taken steps to ensure that court personnel appreciate that domestic violence matters should be dealt with expeditiously.

First, the Judiciary produced the *Judge's Manual on Domestic Violence*, which includes as a subsection entitled *Clerk's Manual on Domestic Violence*. With respect to former *ex parte* hearings, the *Clerk's Manual* states that "This is an emergency matter. It should be given priority and immediately sent to a judge. A system should be in place in each court to determine which judge should receive the case."¹⁰

During the 2002 legislative session, the Maryland Judiciary reintroduced two pieces of legislation that would give victims the ability to obtain interim protective orders and interim peace orders from court commissioners 24-hours a day, 7 days a week.¹¹ The legislation was successful and a referendum for a constitutional amendment authorizing laws that give commissioners power to issue interim protective orders and interim peace orders appeared on the ballot in November 2002. Voters overwhelmingly voted in favor of the amendment which went into effect December 18, 2002.

Contempt Petitions for Violations of Ex parte and Protective Order Violations

Victims of family violence file motions for contempt when respondents violate the civil terms of *ex parte* and protective orders issued against them. Thus, by their nature, motions for contempt are to be considered safety issues for the victim who is potentially in danger of suffering further abuse. The courts, recognizing the importance of these motions, have, according to the Chief Judge of the District Court (who has since returned to the trial bench), taken a serious stance on these motions. The motions are to be treated expeditiously when prosecutors indicate in their motions for contempt that the matter is urgent or time sensitive and strongly encourage that consequences are meted out proportionate to the respondent's violation. Further, the courts are committed to working with State's Attorneys to ensure that contempt hearings will remain prioritized on court calendars.

Coordination of Cross-Petitions

In many cases, both parties file petitions for protective orders. When there are cross-petitions, civil court clerks should take special care to track both petitions and provide both files to the court so the matters can be consolidated. At a quarterly meeting of administrative District Court clerks in 1999, the Chief Clerk of the District Court reiterated the importance of checking for cross-petitions for protection and appending them to petition files sent to the court to ensure that the judge hearing the petitions is aware of all related proceedings.

Most recently, a procedural rule change was initiated within the court to ensure that when a judge is hearing a petition, they are aware of all proceedings within the court that are related to the family before them.¹⁴ These amendments enable a court to transfer a protective order hearing to a court with a pending matter so that these cases can be addressed more uniformly and

"The majority of women who seek temporary protection orders have complaints of serious abuse: physical assaults, threats to kill or harm her, attempts/threats to take her children."

Do Arrests and Restraining Orders Work?

Buzawa and Buzawa eds, page 216 (1996)

¹⁰ In September 2001, the Standing Committee on Rules of Practice and Procedure of the court of Appeals of Maryland approved amendments to Rule 3-326 and Rule 2-327.

¹¹ Reintroduced as HB6 and HB663.

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comprehensively. When a petitioner files for protection through the court, the Rule now strongly encourages the court to search both District Court and circuit court databases to gather all information on active cases prior to the judge hearing the petition. For instance, the District Court needs to be able to access Circuit Court case information to determine whether there are related domestic violence or

other domestic cases pending in the circuit courts. This identification becomes especially important when a case contains child-related issues. It is important to avoid multiple petitions resulting in multiple, often conflicting orders, but it is essential that the child-related issues be decided in the circuit court where there are judges with the training and experience necessary to decide important

issues raised such as custody and visitation. It will also be important for District Court judges to improve their understanding of and

expertise on these issues so that they understand the impact their decisions have on the financial, custodial, and other rights of the parents and children. “Family law” training is being planned and specifically designed for District Court judges. Effectively stabilizing a family is an important step in reducing family violence, and sometimes that means crafting a permanent custody order and ordering child support in accordance with the Guidelines, activities which occur only in circuit court. The procedural Rule change is not necessarily limited to civil proceedings, as the Rule encourages the court to gather all related case information, which is interpreted in some jurisdictions to include criminal offense information as well. To facilitate this process, all circuit courts now have access to the District Court Information System (DCIS). Additionally, all District Courts have access to the circuit court database for their respective jurisdiction(s), and, depending on the court, may have access to other circuit court information systems as well. The Chief Clerk of the District Court developed a manual and provided initial training for circuit court clerks in early 2001 to understanding, accessing and interpreting the DCIS.

There are several violations of a Protective Order where it may be more appropriate to file for civil remedies rather than criminal prosecutions. There may include violations dealing with custody, visitation, and Emergency Family Maintenance. If the Respondent violates the Order by not paying Emergency Family Maintenance as required by the Order, [the victim] may file a Petition for Contempt.

Blank petition forms are available through the Clerks Office. The Court will issue a Show Cause Order requesting the Respondent's appearance in Court on a specific date to explain why he/she should not be held in contempt for failure to make the required payments. The Court will send [the victim] a notice of a date and time for a hearing to address your Petition.

*The Women's Law Center of Maryland, Inc.'s Website
(<http://www.wlcmd.org>)*

Domestic Violence Forms

Some victims of family violence expressed concern that domestic violence forms need to be more user-friendly. Since 1996, domestic violence forms have been modified to highlight and simplify certain areas:

- Emergency family maintenance language in the petition for protection has been highlighted and simplified;
- Language has been added to the temporary order giving law enforcement officers express authority to remove children from non-custodial parents when serving ex parte orders granting custody;
- Language has been added to the temporary order requesting the respondent's mailing address;
- Language has been added to the protective order form to help the court structure appropriate visitation orders; for example, who is to supervise and where and when exchange is to take place;
- Language has been added to express to the respondent that service of the protective order by first class mail constitutes actual notice of the contents of the order;
- In 2000, a representative from the Maryland Judiciary participated in a sub committee of the Law Enforcement and Courts Task Force on the entry of Ex Parte Orders, where a review of the existing domestic violence forms was conducted and recommendations made to the District Court. The Maryland Judiciary is committed to the concerns of those individuals who are "users" of the form and will consider by revising the form;

The District Court in Prince George's County is testing a new computer program for temporary and Protective Orders. This program will replace the hand written orders with computer-generated orders that contain all pertinent information. Once the testing is completed, the program will be made available to the other courts. Resources should be made available to expand Prince George's pilot project into other jurisdictions to allow them

the ability to produce computer-generated orders. Expansion of this project is targeted for the fall of 2002.

Training

In order to adequately protect victims of family violence, it is necessary for judges making decisions in victims' cases to receive a wide range of training on the subject and for judges to be held accountable for their decisions. The Maryland Judicial Institute is responsible for developing and coordinating all judicial trainings. All newly appointed judges receive domestic violence training and veteran judges periodically receive additional training. Each year, judges receive information on all new laws, including family violence related laws. In addition, the Judicial Institute provides seminars throughout the year that judges may elect to attend. *Between 1996 and 2001, the Institute offered 10 family violence related courses, which included the following:*

- *1996: Understanding Sexual Violence: The Judicial Response to Stranger and Nonstranger Rape and Sexual Assault* (26 judges and masters attended);
- *1998: Effectively Handling Family Law Matters* (32 judges and masters attended);
- *1998: Beyond the Domestic Violence Petition* (30 judges and masters attended);
- *1999: Substantive Issues, Problems, and Sanctions in Domestic Violence Cases* (39 judges and masters attended);
- *In 1998 and in 2000, the Child Abuse and Neglect Judicial Conference incorporated discussions on cultural competency.*
- *1999: Special topics in Juvenile Law* (44 judges and masters attended);
- *1999: Handling Settlement Conferences in Domestic Cases* (35 judges and masters attended);
- *2000: CINA and Termination of Parental Rights (TPR) Potpourri* (26 judges and masters attended);
- *2001: CINA and TPR* (35 judges and masters attended);
- *2001: Domestic Violence* (34 judges and masters attended);

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- 2001: Enforcing Support and Domestic Violence Orders (15 judges and masters attended);
- 2001: The Council gave a presentation on enforcement of out-of-state orders for protection to the Family and Domestic Relations Law Committee of the Maryland Judicial Institute, 7 judges and masters attended as did two staff members from the Administrative Office of the Courts. Additionally, all of Maryland's judges received the Office of the Attorney General's opinion on the criminal enforcement of out-of-state orders for protection.

In addition to the domestic violence programs presented by the Judicial Institute and the Maryland Judicial Conference, 16 District Court judges attended other domestic violence training opportunities sponsored by the Council, service providers, law enforcement, and others between 1999-2001.

Through these trainings, the judiciary has been educated in many areas recommended in *A Call to Action* related to family violence generally and protective orders in particular. Trainings have encouraged judges who hear conflicting temporary petitions and find protective order hearings to routinely schedule these hearings for the same day and time. Training has emphasized the importance of inquiring about prior abuse from the petitioner. Additionally, the temporary form was modified to obtain this information in an effort for judges to consistently inquire about the history prior to rendering a decision. Trainings have also addressed these specific protective order issues as outlined in *A Call to Action*:

- Ordering abusers to attend abuser intervention treatment;
- Ordering specific days and times for visitation;
- Considering domestic violence and its effect on children;
- Enforcing out-of-state orders for protection.

Next Steps for Civil Courts:

1. The Maryland Judiciary should revisit the "protocol" for the transfer of domestic violence actions between courts that currently is in effect. The protocol should require that courts routinely pull all related case information and history prior to the petition being sent to the Judge for review to ensure that the judge hearing the petition is afforded the knowledge of all matters involving the family prior to the hearing.¹²
2. The Maryland Judiciary should develop an implementation plan for the processing of Interim Orders of protection in an effort to be proactive prior to the implementation of the statute. The implementation plan should address a plan for the processing of the orders after issuance, communication with local law enforcement regarding the service of the Orders, and communicating any changes in court dates to petitioners to ensure the maximum amount of safety to petitioners.
3. The Maryland Judiciary should commit to developing and institutionalizing training concerning family violence within all court personnel entry level and in service training modules. This includes court commissioners, court clerks, and the Judiciary.
4. The Maryland Judiciary should work with all stakeholders in developing policy and procedures concerning the handling of domestic violence related Motions of Contempt to ensure expeditious handling of these orders within the courts.
5. The court should work with law enforcement, advocates and litigants to increase service of civil orders of protection through the collection of complete and accurate data on the domestic violence petitions.

¹² Currently, the protocol allows for autonomy of the Administrative Judge of the District to exercise discretion on whether the routine check of "related cases" will be institutionalized within his or her court.

Criminal Courts

In 1996, *A Call to Action* made the following recommendations for criminal courts:

- Perpetrators of family violence crimes should receive sentences on par with those imposed for stranger violence crimes;
- Repeat family violence offenders should receive enhanced sentences;
- Violation of probation proceedings should be expedited for family violence offenders, with serious consequences, including graduated sanctions for repeat offenders;
- To the extent feasible, criminal court clerks should check civil files for *ex parte* and protective orders and append them to the criminal files sent to the court. There are a few Administrative Judges who have developed informal policies for the criminal court clerks to check civil files for *ex parte* and protective orders and append them to the criminal files sent to the court, but this is not yet standard practice; and,
- The dedicated domestic violence criminal misdemeanor Court within the District Court for Baltimore should be evaluated to gauge its success with domestic violence criminal cases.

Enhanced Sentences

In 2001 and again in 2002, legislation was introduced to require that repeat family violence offenders receive enhanced sentences. This bill would have increased the penalty when a protective order was violated on a second or subsequent offense. Unfortunately, the bill received an unfavorable report in both sessions. Despite the bill's failure, Attorney General Curran and Lt. Governor Townsend requested that the State Commission on Criminal Sentencing Policy conduct research into whether family violence offenders receive enhanced sentences or sentences that are on par with those of stranger crimes. Additionally, the Attorney General and Lt. Governor requested that the State Commission on Criminal Sentencing Policy explore whether State's Attorneys' Offices are expediting proceedings

for family violence cases and recommending serious consequences and graduated sentences.

Next Steps for Criminal Courts:

1. The State Commission on Criminal Sentencing Policy should conduct research into (1) the sentencing of family violence offenders in relation to non-family violence offenders; (2) whether State's Attorneys' Offices are expediting proceedings for family violence cases; and (3) recommending serious consequences and graduated sanctions.
2. The Family Violence Council will work with the Maryland Judiciary and external independent consultants in an effort to develop and implement an evaluation of the efficacy of the dedicated criminal misdemeanor court in The District Court of Baltimore City.

Juvenile Courts

Juvenile Courts may be a point of entry for children who have witnessed violence in the home, or are victims of physical or sexual abuse occurring within the family.

Unfortunately, juvenile courts may also become involved in family violence when a mother, who herself is a victim of domestic violence, is reported for abuse or neglect of her child if her child lives in a violent home. Abuse and neglect cases are now heard within either the Family Division or Family Services Program of the Circuit Courts throughout the state.¹³ If a Child Protective Services (CPS) worker investigates, and petitions to have the child adjudicated a Child-in-Need-of Assistance (CINA), the juvenile court will preside over the CINA proceeding. If the court finds the child a CINA, it can order supervision within the home, place the child with a relative or other guardian, commit the child to the custody of the State or order the family to participate in rehabilitative services. CINA proceedings are especially serious

¹³ The jurisdictions that have Family Divisions within their circuit court(s) are Baltimore City, Prince Georges' County, Montgomery County, Baltimore County and Anne Arundel County. All other jurisdictions throughout the state have a Family Services Program within their circuit court.

because they may lead to long-term foster care for the children, termination of parental rights, and adoption.

A Call to Action made several recommendations for juvenile courts as well. The recommendations called for Child Protective Services (CPS) workers to screen for domestic violence and sexual assault during parental intake, to participate in domestic violence training, and to refer mothers who are victims of domestic violence for services. There was also a recommendation that those individuals working within the legal field such as judges, masters, prosecutors, and legal advocates receive training on family violence issues.

In 1995, the Office of Woman's Services of the Department of Human Resources and the Department of Social Services held a joint training on domestic violence and its impact on child welfare. Since January 1998, all new employees, including CPS workers, have been trained on domestic violence. Additionally, six new employee training sessions are available throughout the year and conducted through the Family Investment Administration Program. The Family Investment Administration also provides additional family violence training at the request of local department of social services.

Most recently, Maryland formulated a team to attend a conference entitled Improving Outcomes for Children and Families Affected by Domestic Violence: Developing State Level Collaboration among Public Child Welfare, Domestic Violence Agencies and Juvenile and Family Courts.¹⁴ The conference, which was jointly sponsored by the National Council on Juvenile and Family Court Judges, the Family Violence Prevention Fund and the American Public Health Services Association, provided technical assistance to Maryland's Team in developing an Action Plan for addressing the link between domestic violence and child protective services with concrete goals, objectives and timelines. The team will continue to meet on a

regular basis to employ the objectives defined.

Another initiative within Maryland that shares the goal of protecting the safety and well being of maltreated children involved in the juvenile court process is the Foster Care Court Improvement Project (FCCIP). FCCIP is a federally funded initiative awarded to the State of Maryland and administrated through the AOC. FCCIP has addressed case management issues affecting cases involving children, data collection issues within the juvenile system, and training issues for court personnel concerning a wide array of topics involving children. The FCCIP utilizes the document published by the National Council on Juvenile and Family Court Judges entitled Effective Intervention in Domestic Violence and Child Maltreatment Cases: Guidelines for Policy and Practice as a resource to establish policy and evaluate its progress. The FCCIP Implementation Committee was successful in establishing a dedicated statute to address Children in Need of Assistance (CINA). The comprehensive legislation, passed in the 2001 session, provided the following:

- Empowered the juvenile court to hear guardianship review proceedings arising after a termination of parental rights proceeding;
- Gives the juvenile court concurrent jurisdiction over custody, visitation, child support and paternity cases over a child where a CINA petition has been filed;
- Upon removal of a child, clarifies that a hearing shall be held the next day that court is in session, instead of scheduling shelter care proceedings only one or twice a week;
- Specifies times for delivery of certain evaluations, studies and reports;
- Requires that a separate petition be filed for each child; and
- Specifies procedures for transferring CINA cases between counties.¹⁵

Additionally, the Maryland Judiciary and FCCIP have held Child Abuse and Neglect Judicial Conferences annually since 1997 to address the issues that arise when children

¹⁴ The Maryland team consisted of representatives from the Department of Human Resources (DHR) Victim Services, DHR Child Protective Services, the Maryland Network Against Domestic Violence and the Administrative Office of the Courts.

¹⁵ Justice Matters, September 2001

have to be displaced from their homes.¹⁶ Recognizing the impact of family violence upon children, the FCCIP conferences have dedicated a portion of the training almost annually to specifically address issues of family violence.

Next Steps for Juvenile Court:

1. CPS workers should receive regular training on domestic violence and the relationships among domestic violence, sexual assault, child maltreatment, juvenile delinquency, and parental substance abuse; domestic violence and sexual assault screening techniques; and the use of civil protective orders.
2. CPS workers should continue to screen for domestic violence and sexual assault when conducting intakes with children and/or their parents or caregivers.
3. Case managers should continue to refer mothers who are victims of domestic violence to services that will assist the mother in protecting their children and retaining custody.
4. CINA judges, masters, attorneys, public defenders, and legal advocates should receive regular training on domestic violence, sexual assault, child maltreatment, juvenile delinquency, and parental substance abuse; the admissibility and relevance of domestic violence evidence; and domestic violence safety and treatment protocols in CINA case dispositions are interrelated.

Issues Relevant to All Courts

Judicial Accountability

Judges need to be reminded that their decisions have far-reaching impact. Court watches, random sampling, and victim surveys are some of the ways that family violence service providers have tracked court processes and observed the administration of justice. Some jurisdictions, like the Family Violence

Unit of the Department of Social Services in Baltimore County, have also conducted court watches.

When A Call to Action was published, the Council recommended that periodic judicial evaluations be conducted examining decisions from the bench in family violence related cases. Although a formal evaluation process remains to be implemented, a challenge can be made regarding potential judicial errors of law through the appeal process. Additionally, complaints regarding judicial conduct can be filed with the Maryland Commission on Judicial Disabilities.

The Council recommended that the Governor and the Judicial Nominating Commission consider family violence in the personal backgrounds and judicial records of candidates when deciding which candidates to recommend for appointment to the bench.¹⁷

The Nominating Commissions make recommendations to the Governor of qualified judicial candidates for the two trial courts; District and circuit. The Governor then appoints both District and circuit court judges. District court judges are appointed for ten-year terms and do not stand for reelection. Circuit court judges must stand for election at the general election at least one year after the judge's appointment. Elected circuit court judges then serve a 15-year term. Like circuit court judges, judges on the Court of Special Appeals and Court of Appeals are initially appointed by the Governor and confirmed by the Senate and then face reelection.¹⁸

This is important because the Governor interviews only candidates originally interviewed by the Nominating Commissions and there is no limit on the information that can be submitted in support of or in opposition to a candidate. During the nomination process, applicants' names are listed on the court's website and public comment is invited. The application itself also asks candidates to report on criminal and civil litigation in which they have been involved and any disciplinary action that has been taken against them.

¹⁶A Look Inside the Judicial Branch, Maryland Judiciary 2000-2001 Annual Report.

¹⁷See A Manual for State of Maryland Judicial Nominating Commissions, Rev. 1999.

¹⁸See A Manual for State of Maryland Judicial Nominating Commissions, pp.8-1 through 8-4, Rev. 1999.

Further, the Nominating Commissions are encouraged to seek information from community groups, civil rights groups, women's organizations, public interest groups, the legal community, and bar associations. Finally, the AOC routinely checks with the Attorney Grievance Commission/Commission on Judicial Disabilities to see whether complaints have been lodged against any of the judicial candidates.

Judicial Uniformity, Structure, and Communication

There are 24 circuit courts; one in each of Maryland's 23 counties and one in Baltimore City. The District Court of Maryland is a unified court system. Maryland does not have a unified circuit court system, but the judiciary is moving toward establishing greater uniformity in practice within the circuit courts, especially as it relates to family law matters.

Family Divisions

In 1996, the Council recommended following the progress of Baltimore City's Family Division's pilot project to evaluate its success with family violence cases. Some of the Division's successes that were noted in 1996 included:

- Hosting a training for social workers on domestic violence issues;
- Working with the Court Medical Services offices to provide psychological and psychiatric evaluations and pre-sentencing evaluations;
- Using 1st and 2nd year social work students to assist victims in completing the *ex parte* petitions and to provide necessary referrals for legal assistance, counseling, shelter, and medical treatment and help victims navigate the civil system;
- Hiring a dedicated master to hear *ex parte* cases immediately and also emergency divorce and custody matters;
- Employing a staff person with a Master's degree in social work to supervise staff assisting victims with *ex parte* petitions,

provide annual training for social workers and court clerks, provide social work counseling as needed, and coordinate a wide array of services and referrals above and beyond counseling and legal services to include food, clothing, shelter, and job training.

Since that time, the Maryland Judiciary has expanded the pilot project in Baltimore City Circuit Court. Recognizing the importance of identifying all issues within a family before the court, a Procedural Rule was established in 1999 creating Family Divisions in all circuit courts with more than seven judges.^{19/20} The Family Divisions offer the families appearing before it a variety of resources, including the assistance of a Family Support Services Coordinator who assists families by developing case management plans that are intended to achieve therapeutic results as they attempt to reach resolution. Courts also have developed a broad spectrum of resources including: alternative dispute resolution, co-parenting education, psycho-educational programs for children, child waiting areas, referrals for therapy, substance abuse treatment and other needs, mental health, and child custody and substance abuse evaluations.

Family Services Program

The Family Services Program at the Administrative Office of the Courts is responsible for assisting the various circuit courts in developing a comprehensive family law system in Maryland. The Family Services Program has overseen the creation of the family divisions and family services programs in each jurisdiction and continues to work with judges, masters, court administrators and family support services coordinators to develop family law policy and to identify and promulgate best practices in the handling of domestic and juvenile cases.

While not all jurisdictions have Family Divisions, all of the circuit courts have services that are available to families in crisis. Every jurisdiction throughout the state, is provided with a Family Support Services

¹⁹As directed by Md. Rule 16-204

²⁰Anne Arundel, Baltimore, Montgomery and Prince George's Counties and Baltimore City

Coordinator to assist the circuit court in coordinating family law cases. The majority of these jurisdictions offer a similar array of services as the larger Family Divisions to individuals with family-related issues within their courts. Website: www.courts.state.md.us

The Family Services Program administers the funding provided by the Maryland General Assembly to establish and enhance Maryland's family law system. In addition to providing funding to individual jurisdictions, the Family Services Program makes funding available through its Special Project Grants to organizations who provide legal or other services designed to enhance the experience of families that come before the Maryland courts. In fiscal year 2001, the AOC funded six legal services programs for victims of domestic violence with grants totaling almost \$700,000. A number of these programs provide on-site access to advocacy and legal representation services within the courthouse. This includes several Protection Order Advocacy and Representation Project (POARP) programs.²¹ The AOC anticipates devoting additional resources to expand these programs in the future. In fiscal year 2001, 5,782 family violence victims received consultation or legal representation services through the AOC'S Special Grant funding.

The AOC contracted with the Center for Families, Children and the Courts of the University of Baltimore Law School to develop performance standards for the Family Divisions and Family Services Programs throughout the state. The performance measures have been adopted by all Family Divisions and Family Services Programs throughout the state. An evaluation of the programs, services, and processes is forthcoming.

Court Clerks

Court clerks make a major impression on victims of family violence because clerks are often the first people affiliated with the court system that they encounter. It is, therefore, of

the utmost importance that clerks are educated in the dynamics of family violence.

In 1999, about 200 District Court clerks, supervisors and administrators handling domestic violence cases received training by staff at the House of Ruth and a member of the Maryland Judiciary on domestic issues. Additionally, the District Court wrote and produced a clerk and commissioner training video entitled *The Paper Chase*, which details how domestic violence cases travel through the civil and criminal courts. On an ongoing basis, supervisors and administrators decide which staff members need domestic violence training. In general, clerks receive three days of training a year and domestic violence clerks receive additional training specific to domestic violence. As of August 2002, the District Court of Maryland has clerks to specifically handle protective orders and peace orders in each of the 33 court facilities throughout the state.

Other Court-Related Initiatives

Other initiatives accomplished by the Council since 1996 include the following:

- The Judicial Education Subcommittee of the Court's Action Team developed an original domestic violence training, *Beyond the Domestic Violence Petition*, and delivered the training to 30 judges and masters in a 3-hour program at the Judicial Institute of Maryland. The Council compiled the following training materials for the judges: 1.) The Domestic Violence Resources for Judges, 2.) a 135-page resource book; 3.) 3 role plays, for which the Council recruited Maryland judges to participate; and 4.) Maryland-specific domestic violence instruction points, delivered by a nationally-known activist judge;
- Assisted with the development of a domestic violence curriculum for new judges at the May 1998 Judicial Institute which was presented in part by the MNADV; and

²¹See Appendix, Special Projects Grant Chart.

- Assisted with the Maryland Judicial Institute's 1999-2000 training cycle for domestic violence by providing materials and information.

Key Partners:

The Administrative Office of the Courts
Department of Human Resources
Governor's Office of Crime Control & Prevention
House of Ruth
Local family violence coordinating councils
Maryland Coalition Against Sexual Assault
Maryland Judiciary
Maryland Network Against Domestic Violence
Women's Law Center

Recommendations

Technology

1. The District and circuit courts should continue to work together to integrate their computer systems, specifically gaining access to all circuit court databases to ensure thoroughness and completeness when checking the history of the individuals entering the court for protection.
2. There should be a computer program created to track all judicial and court personnel training on family violence to include course offerings, who attended, who presented, materials available, etc.

Expedited Treatment of Temporary and Contempt Petitions

1. Temporary petitions, at all times, should be treated as emergency matters and expedited by the courts.
2. The Maryland Judiciary should work with the Maryland State's Attorneys' Association and other stakeholders to develop a system to expedite hearing petitions for contempt for violation of a temporary or final order of protection.

Training

1. The Maryland Judiciary should institutionalize training for all court personnel. All judges, masters, and court clerks should receive regular family violence training. A database should be developed to track information about judicial training and an evaluation tool to determine how helpful the training is should be developed.
2. All CPS workers should receive periodic refresher training on domestic violence. DHR should continue to track the continuing education of CPS workers to include monitoring the frequency and content of family violence related training.
3. There should be ongoing, periodic training for prosecutors, attorneys, advocates and others who interact with family violence victims in and out of the courtroom.

Accessibility to Forms

1. Domestic violence petitions and Orders should be modified to be more user-friendly for petitioners. Additionally, protections afforded within the Orders should be highlighted. Suggestions include highlighting the federal firearm prohibition laws on the Order; clarity on distinguishing between those crimes for which a respondent can be arrested and those which he cannot be arrested; placing the words "consent, hearing-finding, and denied" at the top of the order; making language on the form concerning the surrender of firearms consistent with federal law; and adding a separate form for in-depth information to assist with the service information.

Accountability Research

1. The Maryland Judiciary should support a research project on the parity of sentencing in family violence cases. The Judiciary should consider working with the State Commission on Criminal Sentencing Policy, to determine the following:
 - a. whether defendants convicted of family violence crimes receive sentences on par with those of non-intimate partner crimes;
 - b. whether repeat family violence offenders receive enhanced sentences;
 - c. whether State's Attorneys' Offices are expediting proceedings for family violence cases and recommending serious consequences and graduated sanctions; and
 - d. whether there are significant differences to note when comparing domestic violence dockets to non-domestic violence dockets.

Role of District Court²²

The District Court of Maryland was created by an amendment to the Maryland Constitution and came into existence in July, 1971. It is a fully State-funded court of record possessing Statewide jurisdiction. District Court judges are appointed by the Governor and confirmed by the Senate. They do not stand for election. The first Chief Judge was designated by the Governor, but the current Chief Judge was, and all subsequent chief judges will be, appointed by the Chief Judge of the Court of Appeals. The District Court is divided into 12 geographical districts, each containing one or more political subdivisions, with at least one judge in each subdivision. There are 108 District Court judgeships, including the Chief Judge. The Chief Judge is the administrative head of the Court and appoints administrative judges for each of the 12 districts, subject to the approval of the Chief Judge of the Court of Appeals. The Chief Judge of the District Court also appoints a Chief Clerk of the Court, administrative clerks for each district, and commissioners who perform such duties as issuing arrest warrants and setting bail or conditions for pretrial release.

The jurisdiction of the Court includes all landlord-tenant cases, replevin actions motor vehicle violations, misdemeanors and certain

felonies. In civil cases the District Court has exclusive jurisdiction over cases where the amount in controversy is no more than \$5,000, and concurrent jurisdiction with the circuit courts in cases concerning amounts above \$2,500 but less than \$25,000. The District Court shares jurisdiction with the circuit courts in domestic violence cases, in most civil matters that involve a claim between \$2,500 and \$25,000, and in certain criminal cases.

Role of Circuit Court²²

The circuit courts are the highest courts of record exercising original jurisdiction within the State. Each has full law and equity powers and jurisdiction in all civil and criminal cases within its county, along with all of the additional powers and jurisdiction conferred by the Constitution or other law, except when jurisdiction has been limited or conferred upon another tribunal by law.

Each county of the State and Baltimore City has a circuit court, which is a trial court of general jurisdiction. Its jurisdiction is very broad but, generally, it handles the major civil cases and more serious criminal matters. The circuit courts also decide appeals from the District Court, from the Orphans' courts in some instances, and from certain administrative agencies.

²²Maryland Court's Website <http://www.courts.state.md.us/overview>

Circuit courts, continued

The circuit courts are grouped into eight geographical circuits. Each of the first seven circuits consists of two or more counties, while the Eighth Judicial Circuit consists only of Baltimore City. On January 1, 1983, the former Supreme Bench was consolidated into the Circuit Court for Baltimore City.

Currently, there are 146 circuit court judges, with at least one judge for each county. Unlike the other courts in Maryland, there is no chief judge who is administrative head of all of the circuit courts. Rather, the senior judge in length of service is the chief judge of the circuit. Additionally, there are eight circuit administrative judges appointed by the Chief Judge of the Court of Appeals.

They perform administrative duties in each of their respective circuits and are assisted by county administrative judges.

Each vacancy on a circuit court initially is filled by the Governor. The appointee must stand for election at the next general election which follows, by at least one year, the vacancy the judge was appointed to fill. The judge may be opposed by one or more members of the bench or bar. Successful candidates serve a 15-year term of office.

Each circuit court has an elected Clerk of Court, who maintains the records of the court and performs other ministerial functions in accordance with policies, procedures and standards set by the AOC, pursuant to rules of the Court of Appeals.

6. Parole and Probation

Importance to Victims

Probation serves as a direct link between the criminal justice system, the victim and the offender. When abusers are convicted in criminal courts, their sentences frequently include a few years of supervised probation. The courts often attach special conditions of probation to the sentence. In cases of family violence, conditions frequently include an order to have “no contact” with the victim and an order to attend an abuser intervention program.

The probationer is assigned to a specific probation agent, who will supervise the offender during the probation period. Agents are responsible for enforcing the conditions of

the court order. If agents find that there has been a violation of probation, they approach the court to obtain a warrant or summons to be served on the probationer and have a date set for a violation of probation hearing. At the hearing, the court may revoke probation and order incarceration, a work release program, or other forms of punishment. The agent not only supervises the offender, but also works to assist the offender obtain the help that he may need. Accordingly, probation agents play a key role in protecting victims, holding abusers accountable, and serving as an integral part of the coordinated community response.

The Challenge

Before *A Call to Action* was published in 1996, the Council surveyed parole and probation agents to determine the number of abusers on parole or probation. According to the survey, the number of offenders entering the criminal justice system for family violence had been increasing. The majority of these offenders were placed on probation. Agents worked to hold abusers accountable for their actions, but were not always specifically trained in the area of domestic violence. Absent such training, agents supervising abusers were not aware of the manipulation and scare tactics used by abusers to intimidate victims. Similarly, agents were not always strictly enforcing “no contact” orders. In order to hold the abuser accountable and to keep the victim safe, agents needed a firm understanding of the dynamics of domestic violence, the legal issues involved, crisis intervention and conflict resolution. To be effective, agents providing abuser supervision needed a reduced caseload.

Meeting the Challenge

In response to *A Call to Action*, the Division of Parole and Probation established a Family Violence Work Group in February 1997. The charge of the work group was to review the Council’s recommendations and to develop strategies to implement the recommendations. The work group completed a report which addressed the following specific areas:

1. Statement of the Problem
2. Definitions
3. Contact Standards
4. Caseload Size
5. Graduated Sanctions
6. Assessment Process
7. Family Violence Questionnaire
8. Lethality
9. Services for Victims
10. Training
11. Protocols and Networking
12. Grants and Funding
13. Evaluation and Compliance

Office of Victim Services

Based on the findings of this report, the Division established a Parole and Probation Office of Victim Services. Over time, this unit has evolved to include one Victim Services Program Manager, one Victim Services Community Liaison, and eight victim advocates, four of whom are dedicated to serving victims of domestic violence. The Office of Victim Services is continually developing through staffing, networking with other victim services agencies, and pursuing grant opportunities.

Training and Development

The Staff Development and Training Unit within the Division of Parole and Probation now routinely offers basic training in domestic violence, sexual assault and elder abuse as part of its in-service training requirement for staff. Basic domestic violence training is also provided for all new agents and employees. In addition, staff are encouraged to attend training and seminars offered by local and national organizations outside of the agency. Cross training is also provided with domestic violence and sexual assault victim advocates, child protective service workers, and other treatment providers. Staff on the Eastern Shore, for example, participated in cross training with Dorchester and Somerset counties, the Department of Social Services, Board of Education, Department of Juvenile Justice, local management boards, local State’s Attorneys’ Offices, local health departments, University of Maryland Eastern Shore and local sheriffs’ offices. In November of 2000, the Division of Parole and Probation was a major sponsor of the MNADV/MCASA conference. More than 75 agents attended the statewide conference.

Domestic Violence Units

In addition to ongoing training, recommendations were made in *A Call to Action* to organize and maintain special domestic violence units within the Division of Parole and Probation. While all agents are trained in the area of domestic violence, only

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one jurisdiction maintains an actual unit. In Baltimore City, domestic violence cases are supervised by the Family Assault Supervision Team (FAST-DV). Currently, seven agents are assigned to the unit, each carrying an active caseload of about 45 offenders. All offenders in the FAST-DV Unit are classified as intensive supervision cases. In areas without specialized caseloads, family and domestic violence cases are assessed using standard supervision guidelines; however, special consideration is given for these cases during supervision planning and risk assessment. Supervision is also guided by special instructions from the courts and other requirements based on the court's directives.

Enforcement of No Contact Orders

Strictly enforcing the "no contact" condition of probation was also a recommendation in *A Call to Action*. Currently, when the court orders "no contact" as a special condition of probation, the supervising agent sends a letter to the victim. The letter defines "no contact" and requests that the agent be notified if contact occurs. In some instances, the letter is followed with a phone call. When an incident of contact is reported to an agent by a victim, the agent must submit a special report to the court requesting either a summons or warrant for the offender. In addition to enforcing the "no contact" order, the Division of Parole and Probation has placed a high priority on

domestic violence infractions. Requests for warrants and other court action are handled promptly when a significant event occurs that endangers the victim or indicates that the offender is non-compliant with the terms of supervision. The Division's Warrant Apprehension Unit places a high priority on serving warrants on domestic violence parolees or mandatory supervision cases and also works with local police to effect swift service.

Proactive Community Supervision

In October of 2000, the Division of Parole and Probation adopted a new supervision model, Proactive Community Supervision (PCS). The objectives of PCS are to protect public safety, hold offenders accountable to victims and the community; and develop competency and character to help offenders become responsible and productive members of society. Under PCS, agents' caseloads are reduced to appropriate levels so that agents can spend more time in the community working one-on-one with offenders in an effort to reduce future victimization. In this way, agents can hold offenders accountable to victims and the community and interact more with victims. The PCS model also emphasizes offender outcomes over processes (such as counting office visits).



What is the Office of Victim Services and What Does it Do?

The Office of Victim Services (OVS) officially opened in November 1998, but the Maryland Division of Parole and Probation has been improving and expanding its victim services for several years. The watershed for victim services came in November 1997 when the executive staff for the Division met to reassess its mission statement. Victims were a key priority identified by field staff during four focus groups and continue to be the focus of a performance measure group staffed by all levels of employees.

When an offender is released into the community after conviction for a crime, the victim is often fearful of retaliation or harassment. Crime victims who have concerns about offenders in the community can contact the OVS at any time. Victims can also request victim notification from the Department of Public Safety and Correctional Services (DPSCS) by calling the OVS or other DPSCS victim programs. Crime victims may also receive helpful information by accessing the Division of Parole and Probation's website. (www.dpsc.state.md.us) There is direct access to information concerning family violence and the OVS.

Case studies often bring programs alive. The following story exemplifies how proper coordination can result in positive results:

OVS received a call from the Division of Correction (DOC). As a victim of domestic abuse, Ms. Wise (not her real name) stated that the offender, recently released, had threatened her, her son, and her friends. OVS contacted the agent, who issued a warrant, based partly on the report of the victim to the police. Unable to locate the offender to serve the warrant at his home, the police arrested the offender on his next reporting day at a parole office. Over several weeks, the victim, OVS, the agent, DOC, the courts, and the Maryland Parole Commission worked on the case: the offender was found guilty of the charged violations, docked all street and good time, and faced the possibility of spending an additional two years in jail. As a result of the collaborative effort, Ms. Wise felt safer, retained complete custody of her children, and stated she was on her way to a better life. (www.dpsc.state.md.us)

Recommendations

Although no additional domestic violence units are being implemented, the new PCS model will be more victim friendly and offenders will be monitored more closely. Under the PCS model, agents' caseloads are reduced so they can spend more time in neighborhoods working one-on-one with offenders. Agents spend their days in communities, rather than behind a desk. By being in the community, agents will build relationships with offenders' families, friends, neighbors, police and others who can alert agents before trouble arises. Prevention of a crime will not only assist the community, but help the offender stay on track. And, since

agents spend a significant amount of time in the community, they are able to respond quickly should an offender's behavior necessitate removal from the community. With lower case loads, offenders will continue to be held accountable and graduated sanctions can be enforced. The Council should continue working with the Division of Parole and Probation in the following areas:

- Ensuring that special needs of domestic violence and sexual assault victims are considered;
- Ensuring that agents participate on local coordinating councils; and
- Continuing ongoing communication with the Division.

What is the FAST-DV Unit and How Does it Work?

F.A.S.T.-DV was initiated in 1994 with a caseload of approximately three hundred offenders. The Unit now has 450 offenders. F.A.S.T.-DV currently accepts probation cases mandated to the program by the circuit and District Courts based on an offender profile developed in conjunction with the State's Attorney's Office. Offenders that have exhibited compliance problems with contract restrictions and potential probation/parole violators are accepted as well as offenders who have been referred to the House of Ruth. The Unit has developed a draft Domestic Violence Manual, which includes policies and procedures on domestic violence probation supervision, as well as sections on current laws and the dynamics of domestic violence. Agents also provide training on domestic violence and offender supervision to other agencies as well as parole and agents in general supervision. All entry level (pre-service) agents receive training in the issues of domestic violence and agency policies and procedures. F.A.S.T.-DV agents regularly participate in training and seminars regarding new developments on domestic violence issues, intervention strategies, victim safety planning and offender supervision.

When a F.A.S.T.-DV agent is assigned a case, the agent sends an Initial Victim Notification letter to the victim. The letter specifies the special conditions of the defendant's probation (i.e., contact restrictions, restitution, batterers' treatment and/or substance abuse treatment) and other pertinent information. The letter also includes a brochure explaining what is domestic violence, how to determine if you are a victim of domestic violence, tips on safety planning, where to call for help, and the Civil Protective Order process.

The agent monitors the offender's involvement in treatment programs and evaluates the offender's attitude. If the offender fails to comply with treatment requirements (a technical violation), the agent will request court action. The preferred practice is to request a summons when the agent is reporting a technical violation.

When a probation agent is notified of a violation of a contact restriction, the probation agent contacts the victim and develops a plan to ensure the victim's safety. The probation agent also provides the victim with information on additional resources. If a police report is not filed, the agent obtains the pertinent information from the victim for use as evidence in a probation violation proceeding. The preferred practice for reporting violations of contact restriction is to request a warrant. If the offender receives a new conviction for a domestic violence related offense, the preferred practice is to request a warrant within five working days. However, if the offender is convicted of an offense that is not a domestic violence related offense, the preferred practice is to request a summons unless the offender is considered a public safety risk.

A close and cooperative link with other criminal justice agencies, substance abuse treatment programs and batterers' treatment program is necessary to maintain specialized supervision. Therefore, F.A.S.T.-DV agents work with the House of Ruth, the State's Attorney's Office, Baltimore City Police Department, the Division of Pretrial Detention and Services and other advocacy programs to ensure a cooperative effort. Parole and Probation is a member of the Mayor's Domestic Violence Coordinating Committee. F.A.S.T.-DV Agents are members of the DVCC's Workgroup, the Domestic Violence Criminal Docket Subcommittee and the Violation of Probation Workgroup. (Department of Safety and Correction website www.dpsc.state.md.us)

The F.A.S.T.-DV Unit at Work

On August 17, 2001 the mother of a domestic violence victim called the agent to report that the offender had been driving in the vicinity of her house and she suspected that he had been tampering with the victim's car. The victim indicated that she was terrified. The offender had been placed on probation July 31, 2002, for violating a civil protection order and was ordered by the court to have no contact with the victim. The case, which originated in Annapolis District Court, was in the process of being transferred from the Glen Bernie office to the F.A.S.T.-DV Unit in Baltimore City.

Upon receiving the report from the victim's mother, the supervisor of the F.A.S.T.-DV unit made a written request for a warrant and called to alert court personnel and the sentencing judge that she was faxing the request for a warrant. The judge's clerk returned the supervisor's call within one hour to advise that two warrants had been signed and issued with bails of \$50,00 and \$100,000, respectively. The Anne Arundel County Sheriff's office was advised to fax the warrants to the Eastern District in Baltimore City for service.

On August 21, 2002, three days after the warrant was issued, the field supervisor checked the status of the warrant and found that the offender had not been served. The field supervisor then contacted the offender's employer and was told that the offender had reported for work and was assigned to a work site. Within fifteen minutes of the call to the employer, the offender returned the supervisor's call. She advised him that she needed specific information about his employment and he advised her of the location of the work site.

The information regarding the offender's work site was immediately reported to the Anne Arundel County Sheriff's Office and the offender was arrested shortly thereafter. The field supervisor contacted the victim's mother to inform her that the offender had been arrested. (Department of Safety and Correction website www.dpsc.state.md.us)



IV. Legislation

Importance to Victims

The Law is the cornerstone of a coordinated community response to domestic violence. Members of each of Maryland's local coordinating councils use civil and criminal laws to protect victims of family violence and to hold abusers accountable for their actions. Maryland's civil protective order statute provides relief to thousands of victims of family violence each year. Without domestic violence legislation and other laws, thousands of victims of domestic violence would be left without the criminal and civil protections they need and deserve.

The Challenge

Maryland's advocates have long been active in Annapolis lobbying on behalf of family violence victims. While some years have brought more successes than others, the Council identified a range of legislative measures that were necessary to support victims of family violence. It also identified the need for advocates, law enforcement and the judiciary, and all other stakeholders to enhance coordination of legislative efforts to maximize the chances for success.

Meeting the Challenge

With the help of the family violence community and its interested partners, lobbying in Annapolis evolved into a more coordinated community response. When the Council first began its work, there was a desire on the part of some members to draft an omnibus bill which would attempt to bring Maryland's violence laws in line with the Model Code.²³ After much discussion, the Council decided to investigate any problems experienced by people who were using the family violence laws that currently existed. For example, was the protection provided by

the civil order of protection enough or was more protection needed? Were officers enforcing family violence laws already established?

Initially, the Council focused its energy on improving the implementation of family violence laws as well as related policies and procedures. However, after hearing from different sources around the state about the problems being encountered, the Council decided to work on five domestic violence bills during the 1997 legislative session. The five bills introduced included the following:

1. HB 158: Family Law-Protective Orders

- A. Extend the duration of the protective orders from 200 days to up to 18 months.
- B. A protective order shall be served on the respondent in the same manner as it is served on the petitioner, "in open court or by first class mail." Service on the respondent in this manner shall constitute actual notice to the respondent of the contents of the protective order. Service shall be complete upon mailing.
- C. Define "residence" to include the yard, property or curtilage in protective orders.

2. HB 9/SB 194: Family Law-Grounds for Absolute Divorce-Domestic Violence

A bill to remove the one-year waiting period for a divorce when a court finds a history of abuse.

3. HB 680/SB 157: Domestic Abuse-Duties of Law Enforcement

A bill to give victims the power to collect medicine and medical devices from their abuser when accompanied by a law enforcement officer to get clothing and other effects, pursuant to Md. Code Ann., Art. 27 § 798 to get clothing and effects for themselves and their children.

²³Family Violence: A Model State Code, drafted by the National Council of Juvenile and Family Court Judges in 1994, has become the standard for state family violence laws and has been considered by groups in states around the country.

4. HB 681/SB 161: Evidence—Assault Trials—Spousal Privilege—Record of Assertion

Required that a record be maintained when spousal privilege is asserted by the victim in an assault and battery case and the case is subsequently expunged. The privilege can only be asserted once by the victim in such cases.

5. HB 17: Parole and Probation-Supervision Fees-Family Violence Units

A bill to raise probationers' supervision fee from \$25 to \$40 and to dedicate the \$15 increase to the Division of Parole and Probation for Family Violence Units. MD. Code An., Art. 27 §641B.

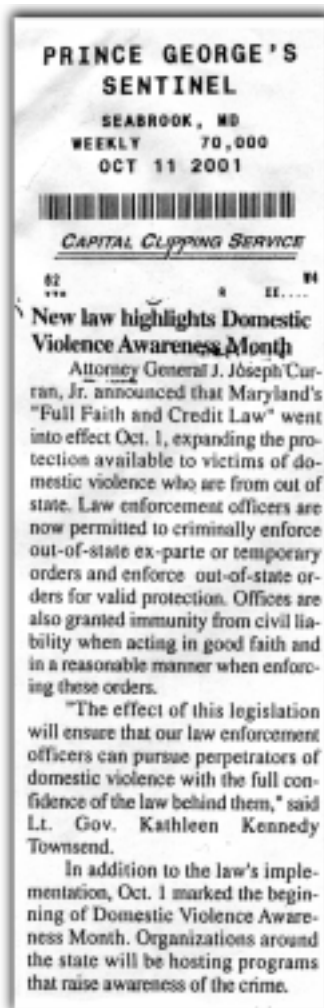
Through continuing research and suggestions taken from around the state, the Council found other areas of concern pertaining to domestic violence laws. Since 1997, the Legislative Action Team worked with members of the General Assembly to introduce enabling domestic violence legislation during every Maryland legislative session. In addition, members of the Council have eagerly testified along with the Lt. Governor and Attorney General before the General Assembly. Throughout the years, many more legislators have joined in the fight against domestic violence. In fact, some legislators have become involved with the Council's Legislative Action Team or have met with Council members to learn more about domestic violence. The chart on the next page highlights the work of the Legislative Action Team since 1997.

In addition to working for passage of legislation, the Council has also opposed child custody bills that would have had negative consequences for victims of domestic violence and their children. Such bills were introduced in 1999 and were defeated (HB 23 and HB 888). These bills would have changed current judicial discretion in determining child custody disputes. However well-intentioned, these bills

would have negative consequences for victims of domestic violence and their children.

Recommendations

The Legislative Action Team of the Family Violence Council has been one of the most active action teams over the last 6 years. Supporting appropriate and opposing harmful legislation are essential to assisting victims of domestic violence. Based on the progress that has been made over the last few years, the Council will continue to staff the Legislative Action Team. Consideration must be given to whether new legislation should continuously be introduced, and/or if newly implemented laws need to be assessed.



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Legislation	Description	Year Introduced	Signed into Law
HB 158 Family Law-Protective Orders	Strengthened protective order by extending emergency relief available to 12 months, clarifying the scope of protection around a residence, and making order more enforceable by allowing service by first class mail	1997	5/8/97
HB 9/SB 157 Family Law-Grounds for Absolute Divorce	Primary focus was on a bill to allow married victims of domestic violence to file immediately for an absolute divorce on the grounds of abuse, which carried over from the Council's 1997 legislative agenda	1997, 1998	5/12/98
HB 680/SB 157 Domestic Abuse-Duties of Law Enforcement Officers	Clarified victims' rights by explicitly enabling victims of domestic violence to retrieve medicine and medical devices when accompanied by police to their homes to get clothes and personal effects	1997	5/8/97
HB 681/SB 161 Spousal Privilege-Record of Evidence Assault Trials Assertion	Enabled prosecutors to enforce the "one time only" spousal privilege law even if an earlier case is expunged.	1997	5/8/97
HB 17 Parole and Probation-Supervision Fees Domestic Violence Units	A bill to raise probationers' supervision fee from \$25 to \$40 and to dedicate the \$15 increase to the Division of Parole and Probation for Family Violence Units. MD. Code An., Article 27 sect. 641B. *Funding Parole and Probation has been addressed by increasing budget allocations.	1997	Received Unfavorable Report*
HB 233 - Courts and Judicial Proceedings - Peace Orders	Originally drafted to make persons involved in dating relationships with their abusers eligible for civil protective orders under the Family Law Article. The bill was amended in House Judiciary, and moved to the Courts and Judicial Proceedings Article. The amended bill dramatically expands the class of persons now eligible to receive the protection of a civil no-contact order.	1999	5/13/99
HB 231-Pretrial Release	Prohibits District Court commissioners from authorizing the pretrial release of defendants charged with violating the arrestable (no-contact) provisions of ex parte and protective orders. Defendants facing these charges may be granted pretrial release by a judge only if the judge can place suitable conditions upon the release which will reasonably assure the defendant will not pose a danger to another person or the community, or flee, prior to trial.	1999	5/13/99
HB 595/SB 781: Domestic Violence-Temporary Ex-Parte Order-Additional Relief	HB 595/SB 781 would have made it unlawful for the respondent of an ex parte to possess a firearm.	2000	Received Unfavorable Report
HB 606/SB 675: Domestic Violence-Protective Order—Surrender of Firearms	HB 606/SB 675 would have accomplished the following: At every protective order hearing, the court will determine if there is probable cause to believe that the respondent owns or possesses firearms. The court may order the respondent to surrender all firearms. In the event that the respondent fails to comply with the court's order, the respondent may be charged with a misdemeanor offense and arrested. The law shall provide immunity to law enforcement if they act reasonably and adhere to appropriate and necessary guidelines in the confiscation, return and maintenance of firearms.	2000 Reintroduced as HB 146 in 2001	Received Unfavorable Report
HB 254-Domestic Violence-Out of State Orders for Protection-Enforcement	Enables law enforcement to enforce out-of-state orders that appear "valid on their face," provides immunity to law enforcement agencies, and allows out-of-state ex parte orders to be enforced in Maryland.	2001	5/15/01
HB 6/663-Interim Domestic Violence Orders and Peace Orders-Issuance by District Court Commissioners/District Court Commissioners-Powers and Duties	Enables victims of domestic violence to apply for an interim order of protection with a commissioner when the courts are closed. Requires the passage of a constitutional amendment and the approval of voters. Question approved by electorate on November, 2002 ballot. Law went into effect 12/18/02.	2002 (Introduced as HB 763/764 in 2001)	4/25/02

Seven key
pieces of family
violence
legislation have
been passed
since 1996.

EAST COUNTY TIMES

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Closing the Loophole to Protect Domestic Violence Victims

From 1999-2000 in Maryland, there were 62 people killed as a result of domestic violence. Among the dead were 15 children.

State and local government has worked to construct a network of domestic violence services to which victims can appeal for help and shelter. They have only that network, the courts and our law enforcement agencies, to protect them from being brutalized and murdered. These agencies of government must be structured to operate as effectively and efficiently as possible to bring the highest level of compassion and assistance to victims of domestic violence.

The General Assembly is now considering a proposal, SB 481, to require, that for purposes of law enforcement, out-of-state orders for protection be treated in the same way as such orders filed in Maryland.

Federal Law, the 1994 Violence Against Women Act, requires orders for protection to be honored by any state in the nation. However, Maryland law imposes many restrictions on law enforcement. And because of those restrictions, Maryland law enforcement officers encounter difficulties when they have to enforce a protective order issued by a court in another state.

First of all, law enforcement officers have difficulty determining if an out-of-state order has been properly "authenticated." Current legal standards for "authentication" are so complex it would take a Philadelphia lawyer to figure out if they have been met. The proposed legislation removes the "authentication" requirement and allows an officer to enforce the protective order if "it appears to be valid on its face."

Maryland law, as written, does not specifically include out-of-state temporary protective orders. Although the legislative intent was to include them, the unintentional exclusion of these orders in the law places victims in jeopardy and directly contradicts the purpose of the federal law. The proposed legislation expands protection to include out-of-state temporary protective orders.

Current state law does not include specific immunity for law enforcement officers who enforce protective orders.

Maryland's law enforcement are concerned that even if reasonably and in good faith enforcing out-of-state protective orders may be used if the order has been annulled. The proposal provides immunity from civil suit for officers enforcing out-of-state protective orders in good faith. It is believed the state will encourage officers out-of-state orders.

As it stands now, federal out-of-state victims of domestic violence have the confidence to expect that protective orders will be enforced by other states. Current Maryland law makes that protection difficult to impossible. Last year the C. Attorney General recom Maryland make its law more with federal law, in order equal protection for out-of-state victims of domestic violence.

Victims of domestic violence are so complex it would take a Philadelphia lawyer to figure out if they have been met. The proposed legislation removes the "authentication" requirement and allows an officer to enforce the protective order if "it appears to be valid on its face."

Diane DeCarlo, Del. 6th Leg

Townsend endorses two bills to help domestic violence victims

By SUSAN GERVASI
Journal staff writer

U.S. Gov. Kathleen Kennedy Townsend and other supporters of legislation giving domestic violence victims more rights to obtain protective orders spoke Wednesday before the House Judiciary Committee of the Maryland legislature.

"I'm pleased to testify on two bills I believe will really help victims," said Townsend of the new measures under consideration. However, as the "SAFE" legislation, House Bill 1000 calls for a referendum on a constitutional change that would require District Court commissioners to grant such orders when judges are unavailable. House Bill 1001 includes provisions that proposed changes by granting that authority and when it would be used.

"The intent to make sure victims have access to protective orders 24 hours a day and seven days a week," Townsend said, noting that violent episodes often occur when a victim has finally decided to leave the perpetrator. "When a victim finally gets courage to leave a violent relationship, she needs to know the courts are there for her."

Among other powers, Maryland's District Court Commissioners — appointed judges — can charge individuals with crimes, issue arrest warrants, and enforce child support orders. The bills at issue — which have been endorsed by a number of women's organizations — would expand those powers.

Speaker of the House C. R. Taylor, D-Annapolis, weighed in on the bills.

"This does the law on domestic violence," Taylor said. "On making



Don Isaac for The Journal

A candlelight vigil was held Monday to remember the 67 Maryland residents who died as a result of domestic violence in 2000 in Annapolis. A bill was discussed Wednesday that would make it easier to obtain protective orders.

sure we all have confidence across the judicial process when we need it. We don't know when domestic violence is going to occur."

Attorney General Joseph Dwyer testified that almost half the nation's states have similar legislation.

"We're behind the times," Dwyer said. "This would put us in the category of those who offer relief."

Virginia, West Virginia, North Carolina, Pennsylvania and South Carolina passed similar bills in the past few years.

After testifying in behalf of the expansion of powers of commissioners — judicial officers who process criminal cases, run on call and issue arrest warrants — was William M. Ratoff of the Maryland

State Attorney's Association.

"Relief ought to be available on a 24-hour basis," Ratoff said. Baltimore County resident Elizabeth Tuck, a victim of domestic violence during a weekend in April of 2000, recalled having written a protective order against her abuser.

"I had to leave my house because I didn't feel safe," Tuck said. Had she been able to obtain the protective order against the perpetrator, it would have immediately empowered her to have the police remove him. "This legislation is important because it would give the victim immediate protection without waiting through the judicial system."

"It's important to the families of Maryland," Townsend said. "When someone is in a violent situation and they call for help, they need help right now."

CUMBERLAND TIMES-NEWS

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WE ARE SORRY FOR THE LATE
DATE OF THIS PAPER. WE ARE
HAVING DIFFICULTY RECEIVING
THEM FROM THE POSTAL SERVICE.

Law helps out-of-state abuse victims

CUMBERLAND — Maryland's "Full Faith and Credit Law" which went into effect Oct. 1, expands protection available to victims of domestic violence who are from out of state. Based on an opinion of the office of the attorney general, the law does three things: permits law enforcement officers to enforce out-of-state protective orders; permits law enforcement officers to enforce out-of-state orders for protection; and grants immunity from civil liability to law enforcement officers who act in good faith and in a reasonable manner while enforcing these orders.

According to the Family Violence Court, it is created by Attorney General Joseph Curran Jr. and Lt. Gov. Kathleen

Kennedy Townsend, each year more women and children find their homes in unsafe domestic violence. Many of these women leave with an order of protection and are in search of a safe home away from their abuser. The new Violence Against Women Act's full faith and credit provisions require every jurisdiction in the United States to recognize and enforce valid protection orders. Since 1996, Maryland has enforced out-of-state orders for protection.

"Prior to the passage of this legislation, we were unable to protect officers who, while acting in good faith, enforced an order which later turned out to be invalid," said Curran. "Maryland law just did not go far enough to protect victims, women who come from other states with valid orders for protection."

Cumberland trooper, Garrett deputy honored

Journal staff writer

CUMBERLAND — A Maryland state trooper and a Garrett County deputy were honored last month for their heroic actions in the two western counties.

Tro. James B. Boyd of the Cumberland County Troop was presented the 2001 Law Enforcement Award.

Regional family violence investigator assigned to Allegany and Garrett counties, David Lee, received the award for his outstanding efforts in the two western counties.

He last served as the chairman for the Garrett County Family Violence

Task Force.

— Cumberland —

V. Local Family Violence Coordinating Councils

*Nearly all of
Maryland's 24
jurisdictions
now have
Local Family
Violence
Coordinating
Councils.*

Importance to Victims

Domestic Violence is a problem that affects the entire community. Therefore, it takes more than just one agency to reduce and prevent domestic violence. Policies promoting such an approach can be set at the state level. To be most effective, however, the actual coordination must take place at the local level. Local Family Violence Coordinating Councils (LHVCC) develop prevention, intervention and treatment policies, facilitate coordination among all of the agencies and programs responding to family violence, work to reduce the incidence of family violence in the community, advocate for improved policies and increase community and professional awareness about family violence and its prevention. The LHVCCs are the key to coordinating statewide efforts to prevent and reduce family violence at the local level.

The Challenge

Prior to the Family Violence Council, only a handful of Maryland's jurisdictions had an organized Council. Services to victims of domestic violence were not discussed among agencies, and these services were often duplicated. Gaps in services were not recognized, and domestic violence outreach was accomplished only through local service providers. Agencies were trying to solve the problem of domestic violence individually, rather than through a coordinated community approach.

Meeting the Challenge

Today, there are LHVCCs in nearly each of Maryland's 24 jurisdictions. Generally, the goal of each LHVCC is to move its jurisdiction forward to a coordinated and effective response to family violence issues. LHVCCs are typically comprised of victim service providers, advocates, educators, law

enforcement, parole and probation officers, health care professionals, judges, elected officials, and/or business people. Each LHVCC has a coordinator, who may represent one of the above groups, or may be grant-funded to serve as coordinator. In addition to serving on local coordinating councils, coordinators serve on the Family Violence Council's Local Family Violence Coordinating Council Action Team. (LHVCC Action Team)

The goal of the LHVCC Action Team is to strengthen the LHVCCs by providing technical assistance and cross training, and to assist with troubleshooting/problem solving. In 1996, the Action Team sent surveys to all LHVCCs in Maryland to find out what LHVCCs were doing and what support they required. Survey results overwhelmingly showed that the LHVCCs wanted an opportunity to talk to and learn from each other.

On September 23, 1997, the LHVCC Action Team held the *LHVCC Statewide Roundtable*, the first meeting of its kind in Maryland. The goal of the Roundtable was to serve as an opportunity to exchange information among LHVCCs, criminal justice agencies, health care professionals, educators, and other community stakeholders. The Roundtable attracted over 200 attendees from all jurisdictions in Maryland. Topics of the sessions were relevant to the operations of LHVCCs around the State and included:

1. New Coordinating Councils
2. Rural Coordinating Councils
3. Suburban Coordinating Councils
4. Urban Coordinating Councils
5. Quincy Model/Montgomery County Against Domestic Abuse
6. Local Management Boards
7. Creating & Maintaining Momentum
8. Data Collection and Needs Assessment
9. Working with the Media/Community Education

In January 1998, the first meeting of the Lfvcc coordinators was convened. Since then, the coordinators have met bimonthly throughout Maryland. This group has been a dynamic resource for sharing information at the local-local, state-local, and local-state levels.

Coordinator meetings cover a broad range of topics which are important to Lfvccs and have included the following:

1. Data collection
2. Long range/strategic planning
3. Health care providers' domestic violence initiatives
4. Evaluation of Maryland's preferred-arrest policies
5. Domestic violence & the schools
6. Domestic violence & the workplace
7. Domestic violence & animal abuse
8. Role of Commissioners
9. Legislation
10. Role of the Judiciary
11. Dating Violence
12. Role of the Family Support Service Coordinators within the courts

Additionally, coordinators develop strategies for promoting community awareness, publicize available resources and strengthen community and statewide ties. The Lfvcc Action Team is playing an increasingly important role in the Council's efforts to ensure effective coordination of Maryland's efforts to reduce and prevent family violence. Examples include:

- Coordinating workplace domestic violence initiatives;
- Assessing the impact of potential legislation;
- Providing training to the judiciary on differences between anger management and abuser intervention programs; and
- Assisting with the dissemination of information pertaining to domestic violence.

In some cases, Lfvccs have implemented programs that were discussed at Action Team meetings, but have not yet been adopted statewide. These include the following:

- Providing "safe havens" for victims' pets in cases where domestic violence shelters can not house animals; and
- Training clergy about domestic violence.

In 1999, the coordinators and GOCCP worked together to obtain a holistic picture of the State's response to domestic violence. At GOCCP's request, the coordinators spent much of 1999 collecting data from members of the community, and analyzing the data to identify gaps at the local level. This enabled Lfvccs to identify strengths and weaknesses, as well as coordinate a state wide strategic plan to reduce domestic violence.

As a follow up to the work accomplished in 1999, Lfvccs completed a community checklist, or "mapping" of their counties. (Please see appendix for community checklist) The checklist was an actual list for Lfvccs to use in order to determine if members of their council were responding to domestic violence victims properly. The checklist covered categories ranging from the criminal justice system to healthcare. By completing the mappings, Lfvccs once again determined their strengths and weaknesses. In addition, the list was used to determine if the Lfvccs had the proper membership needed to truly enforce a strong community coordinated response. Local Lfvcc membership can be found in the Appendix.

“If SafeNet hadn’t offered me help, my children and I would still be in that house,” Debbe, 45, states. “SafeNet gave me the tools I needed to leave.”

Eastern Shore: **SafeNet**

On her own, Debbe Blanchfield was finally in court, ready to initiate protective order proceedings against her abusive husband. While there, she met a representative of the Mid-Shore Council on Family Violence. That encounter ultimately led her to SafeNet, a joint project with the Maryland Volunteer Lawyers Service (MVLS) and the Mid-Shore Council that assists abused families to become independent. Debbe and her three children had left and returned to their home three times. Often, a victim finds the challenge of supporting herself and her children an obstacle to leaving permanently, and the victim sees returning to the abuser as the only option. “If SafeNet hadn’t offered me help, my children and I would still be in that house,” Debbe, 45, states. “SafeNet gave me the tools I needed to leave.”

Through the program, Debbe now has a team working on her behalf. She had representation at her Protective Order and divorce proceedings, and she received assistance filing for bankruptcy, an important step she needed to take in order to begin a new life. A member of Mid-Shore stated, “The dynamics of family violence are such that frequently the victims do not have supportive friends or relatives in the community to help them emotionally or financially. SafeNet provides counseling beyond crisis management, including job search and money management skills, and also makes available limited funds for security deposits on apartments, transportation, and even groceries.”

SafeNet is funded by the AOC. Funding from the courts is given to MVLS, who in turn, contracts MSCFV for their services. Clients are referred to the coordinator by client advocates with the Mid-Shore Council on Family Violence and must meet certain eligibility requirements. Since its inception in 1999, SafeNet has served 42 women and 79 children.

Montgomery County:

Assessment, Lethality, Emergency Response Team -(ALERT)

As a result of the Montgomery County Council’s Office of Legislative Oversight April 2000 report and recommendations on improving the County’s response to domestic violence cases, the ALERT (Assessment, Lethality, Emergency Response Team) was formed and began meeting on a weekly basis on February 28, 2001. The team consists of representatives from the Police Department, the Department of Health and Human Services, the Sheriff’s Office, the State’s Attorney’s Office, the Department of Corrections, the District Court Commissioners’ Office and the Maryland State Department of Parole and Probation.

The Team has two primary purposes: to identify and monitor high-risk cases and to make recommendations on agency practices and system-wide protocols that affect victim safety and batterer accountability.

For example, ALERT identified pre-trial services supervision (PTSU) as an effective strategy to both monitor defendants during the dangerous post-arrest period and additionally to keep the victim informed of public sector actions that affect the victim’s safety. Therefore, beginning in April 2001, the District Court Commissioners began to place more defendants under PTSU, whether or not bail was a condition of release. In addition, the District Court judges now routinely refer domestic violence defendants for pre-trial supervision at bail review hearings. PTSU has now assigned one caseworker to handle all domestic violence cases.

Recommendations

- The Council should work with Lfvccs to ensure that there are full-time coordinators in all of Maryland's 24 jurisdictions.
- The Council should continue to facilitate the flow of information from local to state, state to local, and local to local levels through newsletters, a website, monthly meetings, and periodic retreats for coordinators.
- The Council should continue to work with Lfvccs to ensure that local councils have participation from essential agencies and groups.

VI. Community Education

The impact of family violence is staggering. It claims over seven million victims every year. It contributes to child abuse and neglect, female alcoholism, homelessness, mental illness, attempted suicide, lost productivity in the workplace, and increased healthcare costs. The total health care costs of family violence are estimated in the hundreds of millions each year, much of which is paid for by the employer²⁴



fully its dynamics and implications. The judicial system ultimately relies on the attitudes and understanding of the citizens sitting in the jury box. The police rely on neighbors to report abuse and not turn a deaf ear. Widespread public education through a sustained campaign to dispel myths and convey truths is essential to developing a coordinated response that roots out violence in families.

This scourge demands the most comprehensive, coordinated response possible. No single advocacy group, government agency, health care provider, school system, or faith institution can begin to combat it effectively. Rather, these members of the community must work together to end the cycle of violence.

Unfortunately, communities cannot and will not come together to reduce and prevent family violence unless they understand more

The Maryland Sexual Assault Coordinating Council

MCASA formalized a statewide multidisciplinary network that is dedicated to examining and improving Maryland's current response to sexual assault victims. The Council enhances cooperation among human service agencies, law enforcement, prosecutors, advocates, and medical and forensic personnel.

²⁴Pennsylvania Blue Shield Institute, "Social Problems and Rising Health Care Cost in Pennsylvania: PA Blue Shield Institute", 1992: 3-5

1. Domestic Violence and the Workplace

Importance to Victims

Domestic violence does not stay home when its victims go to work. It can follow them, resulting in violence in the workplace. Or it can spill over into the workplace when a woman is harassed by threatening phone calls, absent because of injuries, or less productive from extreme stress.²⁵ In a 1997 national survey, 24% of women between the ages of 18 and 65 had experienced domestic violence. Moreover, 37% of women who experienced domestic violence reported that abuse had an impact on their work performance in the form of lateness, missed work, trouble keeping a job, or failure to earn promotions.²⁶ A study of survivors of domestic violence found that 74% of employed battered women were harassed at work by abusive husbands and partners. Domestic violence caused 56% of them to be late for work at least five times a month, 28% to leave early at least five days a month, and 54% to miss at least three full days of work a month. They said that abuse also affected their ability to keep a job.²⁷ Employers today are more concerned about violence in the workplace than they were 20 years ago. News stories of workplace shootings, often related to domestic violence, have become increasingly common. They are right to be concerned: victims of domestic violence may be especially vulnerable while they are at work. The lethality of domestic violence often increases at times when the abuser believes that the victim has left the relationship. Once a woman attempts to leave an abusive partner, the workplace can become



the only place the assailant can locate and harm her. With one out of every four American women reporting physical abuse by an intimate partner at some point in their lives,²⁸ it is a certainty that in any mid-to-large sized company, domestic violence is affecting employees in similar proportions.

The workplace can serve as a resource to many women in abusive relationships. Similar to other areas such as AIDS and substance abuse, businesses are able to establish programs to assist employees with problems that can affect their work performance. While some corporations still see domestic violence as a private, family matter, others realize that is more cost effective to assist employees. In a Roper Starch Worldwide study for Liz Claiborne, Inc., conducted in 1994, 57% of senior corporate executives believed domestic violence is a major problem in society. One-third of them thought this problem had a negative impact on their bottom lines and 40% said they were personally aware of employees and other individuals affected by domestic violence. Sixty-six percent believed their company's financial performance would benefit from addressing the issue of domestic violence among their employees.

The Challenge

Domestic violence is an important business issue that cannot be ignored. The workplace is where many women facing domestic

²⁵"Workplace Issues" Family Violence Prevention Fund website, <http://www.fvpf.org>. "Workplace Issues is a sub-section of the Fund's Website.

²⁶EDK Associates, "The Many Faces of Domestic Violence & its Impact on the workplace", New York:1997 2:4

²⁷"Workplace Issues" Family Violence Prevention Fund Website, <http://www.fvpf.org>

²⁸Domestic Violence Advertising Campaign Tracking Survey (WaveIV) conducted for the Advertising Council and the Family Prevention Fund, July-October 1996.

violence spend at least eight hours a day. It's an ideal place for them to get help and support²⁹. In order to assist victims of domestic violence in all areas of their lives, it is important to include the workplace in the coordinated community response. To accomplish this, two issues need to be addressed: service providers need to partner with members of the business community; and members of the business community need to institute domestic violence related policies and procedures. Not only will partnerships enhance a victim's ability to maintain employment, but policies and procedures will enhance a strong coordinated response to domestic violence. In 1995, only Walden/Sierra, Inc., a victim service program in St. Mary's County, was marketing its services to businesses as an employee assistance program. At that time, it was the only known partnership between a service provider and a corporation.

When the Council convened in 1996, no known domestic violence policies or procedures had been implemented by any business in the state. As the Council worked to change this, members realized that Maryland also lacked specific domestic violence policies and procedures for its employees.

Meeting the Challenge

The Victim Services Resources Action Team (Team) was formed to establish links between businesses and local service providers. The Team has grown into a truly collaborative effort throughout the state. The Council worked closely with MNADV and the House of Ruth to both improve State employers' response to domestic violence issues, and to encourage private businesses to take action.

Business Relationships

The Council created the *Partners Against Violence- the CEO Challenge Program* to involve businesses in the fight to end domestic violence. Modeled after the Polaroid Corporation's initiative, the program sought to establish mutually beneficial partnerships

between victim service providers and businesses, with the terms of the partnerships to be negotiated by the partners. Business contributions can be in-kind services, employee volunteers, or employees' professional expertise. Service provider contributions can be domestic violence educational seminars for their partner's employees, and assistance in the development of workplace policies and procedures.

Early on, the Team surveyed domestic violence and sexual assault victim service providers to find out what they would expect to give to, and hope to receive from, business partners. The survey also solicited the names of potential corporate partners within specific geographic areas. As the Team made efforts to contact businesses, it was discovered that many businesses were reluctant to embrace the issue of domestic violence. The following programs highlight the partnerships made under the *Partners Against Violence* programs; some have proven to be highly successful, while others have run their course:

1. College Park Honda/Hyundai and the Prince George's County State's Attorney's Office Domestic Violence Program College Park Honda/Hyundai gives the Domestic Violence Program the free use of a car. In exchange, the Domestic Violence Program provides educational materials and workshops to College Park Honda/Hyundai employees. The car bears a placard indicating its source and the contact information for the program. The Domestic Violence Program has received telephone calls from other businesses in Prince George's County asking what they can do to help.
2. St. Mary's County Women's Center and the International Association of Machinists and Aerospace Workers The International Association of Machinists and Aerospace Workers (IAM) is a labor union of hundreds of members worldwide. Each year, the

²⁹Workplace Issues, see footnote #25

STOPPING FAMILY VIOLENCE: THE COMMUNITY RESPONDS

Association hosts and sponsors a golf tournament, with all proceeds benefitting the Women's Center. More than \$50,000 has been donated to the program as a result of the tournament. In exchange, the Women's Center provides domestic violence education classes to Association members at the Association's education center in St. Mary's County. Domestic Violence and the Workplace is a major component of these sessions and participants travel from throughout the U.S. and Canada for the training. The IAM also donates excess furniture, kitchen items and computer equipment for use in the shelter and office. This has been an on-going partnership that is of tremendous benefit to the Center and to victims of domestic violence.



domestic violence projects in their own workplaces. In September 1998, the CHRA Task Force took this recommendation to the CHRA Board, which agreed to adopt the domestic violence initiative as framed by the Task Force.

The Council worked with CHRA leadership to invite Lt. Governor Townsend to address CHRA's Senior Executives group at an informal breakfast in June 1998. The Lt. Governor discussed corporate volunteerism generally, and domestic violence initiatives specifically. In October 1998, in recognition of Domestic Violence Awareness Month, MNADV staff presented an educational seminar on domestic violence at CHRA's monthly membership meeting. Participants at the seminar walked away with a better understanding of how domestic violence impacts the workplace.

3. Chesapeake Human Resources Association
Chesapeake Human Resources Association (CHRA) is an organization comprised of more than 800 human resources professionals from businesses in the Baltimore metropolitan area. CHRA agreed to work with the Family Violence Council and the MNADV to develop resources and materials to make it easier to help domestic violence victims who are employees.

In March 1998, Lt. Governor Townsend made a presentation to CHRA membership about domestic violence and the workplace. The presentation generated much interest, and CHRA formed a Domestic Violence Task Force. The Task Force met with the Council and MNADV to help shape the content and direction of CHRA's domestic violence initiative. The Task Force decided to work with the Council and MNADV to develop a toolkit that can be distributed to its member companies to help them implement

4. Bell Atlantic Mobile
Bell Atlantic Mobile and Audiovox donated 225 cellular phones for domestic violence victims with free, instant access to 911. The telephones were distributed to service providers statewide through MNADV. In fact, this program spurred individuals from around the state to donate old cellular phones to local service providers. The response has been so positive that providers report a surplus of phones and are now sharing their phones with others in need, such as school bus drivers and programs that assist the elderly.
5. Montgomery County's Work to End Domestic Violence
This was a collaborative program sponsored by the Montgomery County Police Domestic Violence Unit, Montgomery County Against Domestic Abuse, Voices vs. Violence, and the Foundation to Prevent Domestic Violence.

The program offered free education and materials about domestic violence in the workplace and addressed several Montgomery County Chambers of Commerce. This program, while still unique, was unable to garner significant support from the business community. As a result, participants focused their energies on other aspects of domestic violence prevention. While the program is not currently active, advocates in Montgomery County are eager to rejuvenate the program when the opportunity arises.

Workplace Initiatives

As the State's largest employer, Maryland government took the lead in educating members of the work force about domestic violence. On October 1, 1998, Governor Parris N. Glendening signed Executive Order 01.01.1998.25, *Domestic Violence and the Workplace*. The Executive Order mandated that the State of Maryland must develop domestic violence policies and initiate domestic violence awareness training for its employees. The Department of Human Resources (DHR), Office of Victim Services (OVS) entered into a contract with MNADV to develop a model domestic violence workplace policy and curriculum, and a model domestic violence training. Before the project was to go statewide, the policy and training was piloted in Garrett County at the Department of Social Services and at the Brandenburg Center in Allegany County. On October 1, 1999, the Council and MNADV unveiled the policy and curriculum at a statewide press conference.

Between December 1999 and March 2000, the Department of Budget and Management (DBM) trained approximately 477 employees through train the trainer workshops. As of June 29, 2001, approximately 45,877 employees received training through their individual departments. An additional 2,388 employees were trained by DBM during open enrollment sessions. A total of 48,265 (86%) state employees have been trained on domestic violence issues.

Key Partners: Domestic Violence and the Workplace Policy

Maryland Network Against Domestic Violence
House of Ruth
Department of Human Resources
Montgomery County Police Department,
Domestic Violence Unit
Governor's Office of Crime Control and Prevention
Montgomery County Council
American Federation of States, County and Municipal Employees, Women's Rights Department
Garrett County Department of Social Services
American Bar Association
Commission on Domestic Violence
Joseph D. Brandenburg Center
Department of Health and Mental Hygiene
Montgomery County Abused Persons Program
Dove Center, Garrett County
Department of Assessment and Taxation
Division of Corrections
Department of Budget and Management
Family Violence Council

Recommendations

- Efforts should continue to build partnerships among service providers and businesses.
- The State of Maryland should continue educating employees about domestic violence.
- Statewide training should be monitored on an ongoing basis for numbers of individuals trained as well as quality of training.

EXECUTIVE ORDER

01.01.1998.25

Domestic Violence and the Workplace

WHEREAS, Citizens and employees of the State of Maryland have a basic right to be safe and free from intimidation, threats, and injury, both at home and in the workplace;

WHEREAS, Domestic violence is abusive behavior whereby a person intends to establish and maintain power and control over a person with whom he or she has, or has had, a significant personal relationship. Power and control are exerted through physical, sexual, psychological and or economic means;

WHEREAS, Domestic violence is not a private family matter. It follows victims to their places of employment, and deprives victims and their co-workers of a safe and productive workplace;

WHEREAS, Domestic violence costs American businesses an estimated 3 to 5 billion dollars each year in: absenteeism or tardiness; lost productivity when abusers harass victims at work or when victims must handle personal situations; and increased insurance and medical costs. If employees who are domestic violence victims lose their jobs, businesses bear the expense of training new employees. The State of Maryland as an employer is not exempt from these costs;

WHEREAS, Employed victims of domestic violence typically do not ask co-workers or supervisors for help, out of shame or for fear of losing their jobs. Co-workers and supervisors may not know the signs of domestic violence, and may not know what to do if they suspect a co-worker is being abused;

WHEREAS, Lt. Governor Kathleen Kennedy Townsend and Attorney General J. Joseph Curran, Jr. formed the Family Violence Council in 1995, giving it the mission to establish improved coordinated responses to family violence issues in Maryland, to prevent and reduce family violence in Maryland and to break the cycle of violence between generations. The Family Violence Council, which includes dozens of representatives from the criminal justice system and the community, has recommended that employers take an active role in the elimination of domestic violence, and is working in conjunction with the Maryland Network Against Domestic Violence and other State organizations to develop and promote workplace policies and training for State employees;

WHEREAS, The Department of Human Resources has taken a leadership role by recognizing the need for domestic violence awareness and training in the workplace, and has entered into a contract with the Maryland Network Against Domestic Violence to develop a training program for its employees; and

WHEREAS, The State of Maryland, as the State's largest employer, should provide workplaces where all victims of domestic violence can receive necessary support and assistance.

NOW, THEREFORE, I, PARRIS N. GLENDENING, GOVERNOR OF THE STATE OF MARYLAND, BY VIRTUE OF THE AUTHORITY VESTED IN ME BY THE CONSTITUTION AND THE LAWS OF MARYLAND, HEREBY PROCLAIM THE FOLLOWING ORDER, EFFECTIVE IMMEDIATELY:

A. That each department and agency of the State of Maryland shall within the next year adopt policies and procedures which:

- (1) Clearly direct that State agencies will not tolerate domestic violence;
- (2) Instruct employees on how to offer assistance to domestic violence victims in an expedient, meaningful and confidential manner;
- (3) Provide for the conspicuous posting of information about domestic violence and available resources;
- (4) Provide for domestic violence awareness training for employees; and
- (5) Prohibit unfair treatment of employees by the employers based solely on their status as victims of domestic violence.

B. The provisions of this Executive Order are not intended to alter any existing collective bargaining agreements or to supersede applicable federal or State law.

GIVEN Under My Hand and the Great Seal of the State of Maryland, in the City of Annapolis, this 1st Day of October, 1998.

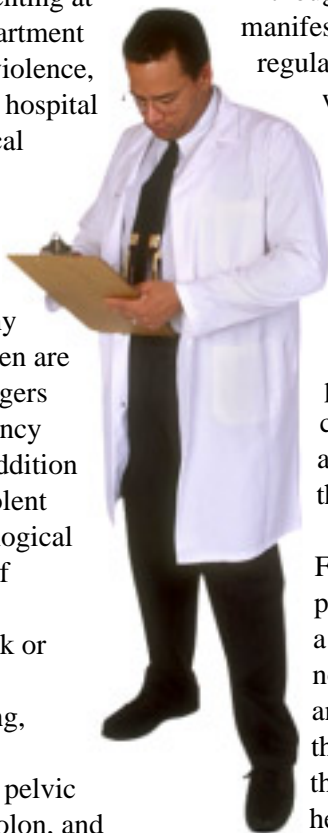
Parris N. Glendening, Governor

ATTEST: John T. Willis, Secretary of State

2. Health Care Providers

Importance to Victims

Domestic violence is the leading cause of injury to women in the United States. Each year, more than one million women seek medical treatment for injuries inflicted by an intimate partner. Thirty percent of women presenting with injuries in an emergency room were identified as having injuries caused by battering. Of 218 women presenting at a metropolitan emergency department with injuries due to domestic violence, 28% required admission to the hospital and 13% required major medical treatment. Forty percent had previously required medical care for abuse.³⁰ Battering may start or intensify when a woman is pregnant and as many as 17% of adult pregnant women are battered. The number of teenagers that are battered during pregnancy may be as high as 21%.³¹ In addition to injuries sustained during violent episodes, physical and psychological abuse are linked to a number of adverse physical health effects including arthritis, chronic neck or back pain, migraine and other frequent headaches, stammering, problems seeing, sexually transmitted infections, chronic pelvic pain, stomach ulcers, spastic colon, and frequent indigestion, diarrhea, or constipation.³²



relationship that exists between patient and medical professional could help to decrease the sense of isolation victims of domestic violence often feel.

The Challenge

Although health care professionals see the manifestations of domestic violence on a regular basis, some do not connect a woman's symptoms to the abuse she is experiencing. In fact, the American Medical Association states, "battered patients often present with repeated injuries, medical complaints, and mental health problems, all of which result from living in an abusive situation. Medical care providers in all practice settings routinely see the consequences of domestic violence and abuse but often fail to acknowledge their violent etiologies."³³

For example, many health care professionals do not know how to ask if a woman is being battered and would not feel comfortable intervening if the answer was yes. These crimes, therefore, are often not identified when the victims seek assistance through the health care system. Misdiagnosis of the victims or improper intervention allows the cycle of violence to continue.

For a woman afraid to report her partner's criminal activity, a health care provider may be the first person an abused woman turns to for help. The confidential and trusting

³⁰American Medical Association, 1992. "Diagnostic and Treatment Guidelines on Domestic Violence,"

³¹S. McLeer and R. Anwar, A Study of Battered Women Presenting in a Emergency, Dept., Vol 79 American Journal of Public Health 1 (January 1989)

³²D.C. Berrios and D. Grady, Domestic Violence: Risk Factors and Outcomes, 155 The Western Journal of Medicine.

³³R.A. Chez, Complications of Pregnancy: Medical Surgical, Gynecological, Psychosocial and Perinatal, Battering During Pregnancy (Baltimore, Williams & Wilkins at 263-268.)

STOPPING FAMILY VIOLENCE: THE COMMUNITY RESPONDS

*Domestic
abuse
represents
30% of all
women's
injuries treated
in emergency
rooms.
Moreover,
many of these
injuries are
serious.*

Meeting the Challenge

Even before the formation of the Council, the healthcare community realized that they had a role to play in reducing and preventing domestic violence in Maryland. Since 1992, the Joint Commission Accreditation of Healthcare Organizations (JCAHO) has required that all accredited hospitals implement policies and procedures in their emergency departments and ambulatory care facilities for identifying, treating and referring victims of abuse. National organizations such as the American Academy on Nursing and the American Medical Association, have prepared educational materials for their members and for the public they served. The educational approach taken by national organizations was replicated by the Maryland Physicians Campaign Against Family Violence and the Medical and Chirurgical Faculty of Maryland (Med Chi) in 1993. This project was a three year joint venture that focused on domestic violence, child and elder abuse. Each campaign segment included a manual for health care professionals, a training based on the manual, and educational resource materials. The Campaign offered free domestic violence training for all Maryland hospitals, HMOs and other interested parties. Over 4,000 members of the health care community availed themselves to the training.

Executive Committee Membership of the Health Care Coalition:

Med-Chi
Mercy Hospital
Family Violence Council
Sinai Hospital
Maryland Network Against
Domestic Violence
Montgomery County Government,
Community Health Education
Greater Baltimore Medical Center

As an outgrowth of the Campaign, the Domestic Violence Medical Response Act was passed in 1994, authorizing the establishment of a domestic violence center at three hospital sites in Maryland. Sinai Hospital in Baltimore, Anne Arundel Medical Center, and the Memorial Hospital and Medical Center and Sacred Heart Hospital of Allegany County (now called the Western Maryland Health Care System) were the three sites selected.

Work on the Council's recommendations has continued through the Maryland Health Care Coalition Against Domestic Violence. The Coalition's goal is to improve and coordinate health care providers' response to family violence in Maryland. The Coalition's membership is diverse, and includes physicians, nurses, victim advocates, law enforcement, and state government. Membership also includes representatives from the three domestic violence advocacy center sites named above. Finally, the Coalition has been working with Med Chi in the Physicians' Campaign Against Domestic Violence, launched in 1993.

To date, the Coalition has written by-laws and has completed a statewide model domestic violence policy for Maryland's Healthcare Community. The policy addresses the following:

1. Level of Responsibility of the healthcare community
2. Universal screening
3. Assessment
4. Interventions
5. Safety and security in healthcare institutions
6. Importance of coordinated community response
7. Cultural competence
8. Training and education
9. Evaluation and effectiveness

It is the hope of the Coalition that every hospital in Maryland will implement Maryland's model policy to satisfy JCAHO's accreditation requirement of maintaining such a policy.

In addition to the policy, the Coalition received funds from GOCCP to create and distribute domestic violence literature geared towards the health care community. Moreover, the Office of the Attorney General provided grant funds to MNADV to develop and implement a domestic violence health care training. The literature will be used in conjunction with training that will be provided by the Coalition and MNADV.

Recommendations

- The Council should continue to support the Coalition's effort to coordinate and improve the health care system's response to family violence.
- The Coalition should seek increased funding for the continued education and training of health care providers.
- The Coalition should focus on improving health care providers' documentation of their treatment of family violence victims, and on increasing collaboration generally with health care professionals.

Coalition Members (List not exhaustive)

Calvert Memorial Hospital
Carroll County General Hospital
Civista Medical Center
Fallston General Hospital
Family Violence Unit,
Baltimore County DSS
Franklin Square Hospital Center
Frederick Memorial Hospital
Heartly House
Howard County General Hospital
Johns Hopkins
Kent and Queen Anne's Hospital
Laurel Regional Hospital
Maryland General Hospital
Memorial Hospital of Easton
Mercy Medical Center
Northwest Hospital Center
St. Agnes Hospital
Sheppard Pratt Health System
Sinai Hospital
The New Children's Hospital
University of Maryland Medical Center
Union Hospital
Union Memorial Hospital

State Agencies:

Department of Health and Mental Hygiene
Division of Parole and Probation

Non-Health Agencies:

Family Violence Council
Maryland Network Against
Domestic Violence

Training Note:

In Fall 2001, the Maryland Psychiatric Society in conjunction with the Mayor's Domestic Violence Coordinating Committee of Baltimore sponsored, "Domestic Violence: Roots, Resources and Remedies." Additional supporters included the Maryland Healthcare Coalition Against Domestic Violence and their respective members. Nearly 100 members of the medical community participated in the conference. Topics addressed included: barriers to identification, post traumatic stress disorder, forensic medical documentation, and an overview of community resources. Attorney General J. Joseph Curran, Jr. served as one of the keynote speakers.

3. Leadership and Public Awareness

Importance to Victims

In order to assist victims of domestic violence, leaders, both appointed and elected, need to grapple with the complex issues of domestic violence and be willing to make changes. These changes can come in the form of laws, policy changes, or general system reform. Because leaders communicate their vision in a powerful manner that enrolls and engages their supporters, they have the ability to convince others that, despite all difficulties, working as a community will make a difference in the lives of domestic violence victims.

The Challenge

For years, advocates have worked with various parts of State government to improve the lives of domestic violence victims. Although changes have been made over the years, the State did not dedicate specific resources geared toward the reduction and prevention of domestic violence. Progress was made through piecemeal interventions, rather than through comprehensive community ventures.

Meeting the Challenge

Using their collective vision, the Attorney General and the Lt. Governor created the Family Violence Council. The Council was created as an agent of change and to educate the community about the issue of family violence. The Council's mission was to analyze the problems, recommend solutions and form action teams to implement the recommendations set forth in *A Call to Action*.

The Council has played an important role in public relations and outreach—a recognized entity enjoying credibility with not only the 3 branches of government, but with victim service providers and advocates. The Council has successfully built firm relationships where no, or tenuous, relationships once existed. The Council has also become an acknowledged source of information.

In many ways, the very nature of the Council's work is providing information and education to the public, so many projects have had a strong public information component and/or involved meeting with high-level representatives of state organizations. Early on in the Council's work, Attorney General Curran and Lt. Governor Townsend took *A Call to Action* and went on the road to explain the Council's background, recommendations, and action plan to the following Maryland organizations:

- State's Attorneys' Association
- Sheriffs' Association
- Conference of Circuit Court Judges
- Chiefs of Police Association
- Emergency Number Systems Board
- District Court Commissioners
- Assistant School Superintendents for Instruction
- Chesapeake Human Resources Association
- Chesapeake Human Resources Association, Senior Executives
- Cecil County Family Violence Summit

Council staff also addressed various organizations:

- Keynote address for the Resource Parents Project's family violence training to relatives and care givers for children committed to Baltimore City Department of Social Services.
- Worked on planning committee for, and attended, Cecil County's Family Violence Summit.
- Addressed Allegany County Local Family Violence Coordinating Council on the role of Abuser Intervention Programs in the coordinated community response.
- Presented Council's accomplishments and activities to the S*T*O*P* VAWA Statewide Planning Team.

- Described Maryland's achievements to the newly-formed National Network of State Governmental Domestic Violence Organizations.
- Addressed both the Maryland Sheriffs' Association and the Maryland Chiefs of Police Association about 1999 legislative initiatives.
- Described Council activities to the newly formed Maryland Health Care Coalition Against Domestic Violence.
- Described Council activities to the Mid-Atlantic Regional Community Policing Institute.
- Described Council activities to students at the University of Maryland College Park, University of Maryland Baltimore County, and the Johns Hopkins University.
- Met with Representatives of the Oglala Sioux Tribe during tribal site visit to Baltimore.

Media/Community Outreach

In addition to speaking engagements, the Council Co-Chairs and their staff have answered questions from, and provided information to media outlets such as: *The Washington Post*; *The Baltimore Sun*; *The Potomac Gazette*, *The Carroll County Times*; WBAL TV Baltimore; WJZ TV Baltimore; (Channel 2) TV Baltimore, Dateline NBC, 60 Minutes, and other local Maryland papers.

Public Announcements

Press conferences were held to announce several initiatives, including: publication of *A Call to Action* and *Stopping Family Violence: The Community Responds*, the Family Violence Council Awards, Domestic Violence and the Workplace, and Family Violence Council Legislative Initiatives. Members of the media have also gained information about the Council during the legislative session. Nearly every year since 1996, the Council has successfully worked to pass enabling domestic violence legislation. This success was due in large part to the leadership of the Council's Co-Chairs and their eagerness to testify before the General Assembly. After testifying, the Co-

Chairs, along with members of the Council, answered the media's questions about domestic violence legislation.

Website

The Family Violence Council website includes resources for victims, as well as descriptions of Council activities and history. Should additional information be needed, the site provides links to other state and national organizations. The Council's website can be found at www.oag.state.md.us/family.

Calls for Assistance

Council members and staff have answered hundreds of telephone calls and questions from individuals, private groups, and public agencies on both the state and national level. During the legislative session, Council staff assist delegates and senators with questions from constituents about domestic violence as well as questions pertaining to domestic violence legislation. Calls have also been received from victims. Although the Council does not provide direct service, staff have been able to connect victims with appropriate service providers.

Conferences

The Council has sponsored and/or participated in the planning of many conferences:

- Local Family Violence Coordinating Council's Statewide Roundtable
- Statewide Abuser Intervention Program Roundtable
- *Fighting Domestic Violence - New Federal Domestic Violence Laws: Federal, State & Local Partnerships*
- National Network of State Governmental Domestic Violence Organizations
- Cecil County Family Violence Summit
- Mid-Atlantic Regional Community Policing Institute
- Mid-Atlantic Regional Full Faith and Credit Conference
- Southeast Regional Full Faith and Credit Conference
- Women Veterans of America Conference on Women and Violence

- National Association of Attorneys General Spring Conference—Violence Against Women
- Harford County Conference on Domestic Violence
- Mid-Shore Council on Domestic Violence—Domestic Violence and the Workplace

In Maryland today, there is increased public awareness of the critical social, public health, and criminal justice issues associated with violence against women, and there is increased communication - and therefore increased coordination - among groups working on these issues.

Recommendations

- The Attorney General will continue his leadership in the area of domestic violence and will send the message that family violence will not be tolerated in Maryland.
- Leaders of all systems that respond to family violence should continue to speak out publicly, keep family violence as a priority, and commit resources to assist victims of domestic violence.

4. Family Violence Research: The Community Advisory Board

Importance to Victims

Effective solutions depend upon a clear definition of the problem. The coordinated community response to family violence constitutes people working together to provide resources, services and legal remedies to victims. The effectiveness of these services and remedies depends upon how closely they reflect the real dynamics of family violence. For example, protective orders can work only if the victim actually wants to live separately and without contact from the abuser. If, in reality, family violence victims often choose to remain with their abusers, protective orders are of limited utility. Thus, efforts to improve our understanding of family violence are important in ensuring that the remedies we fashion and services we offer will actually help.

The Challenge

Inadequate information regarding the public's understanding of a victim's experiences with the justice system has resulted in gaps and failures in the policies designed to protect victims. Similarly, insufficient data regarding the implementation and effectiveness of new and existing laws and policies precludes improving upon them.

Meeting the Challenge

In order to deepen the public's understanding of family violence victims over time, the National Institute of Justice funded a project entitled, "Longitudinal Patterns of Intimate Partner Violence, Risk, Well Being and Employment."³⁴ The specific goals of the project were to examine three issues: 1) trajectories of intimate partner violence, including women's subjective appraisal of risk; 2) women's strategies for responding to intimate partner violence over time; and 3) potential predictors of these patterns, identified based on a specific model.

Researchers included individuals throughout Maryland dedicated to reducing and preventing family violence. Before engaging in the research project, primary researchers sought assistance from various members of the family violence community and formed the Community Advisory Board.

The study used a sample of 400 abused women, recruited from a local service provider, a family violence criminal court, and a civil protective order intake office to examine their violence-related experiences over time. Trained interviewers recruited and

³⁴This project was awarded by the National Institute of Justice to the George Washington University in Washington, DC.

Family violence cuts across all boundaries - race, ethnicity, education, socio-economic background, physical challenges, and sexual orientation.

conducted initial interviews. Follow-up phone interviews were conducted every three months over a year's time.

Preliminary findings of the project include the following highlights:

1. When conducting research, researchers should include a wide variety of family violence acts in their protocols, including physical violence, sexual abuse, stalking and psychological abuse.
2. Advocates have recognized for some time that for many battered women, the incident that brings them into contact with the legal system or shelter is not the most serious. These institutions, however, address the situation presented to them, rather than considering prior incidents that may have been more serious. Knowledge of the previous incidents, serious risks, such as those associated with stalking, may go unaddressed.
3. Although a battered woman may not report serious depression or post-traumatic effects at the time she first enters the legal system or counseling, she may experience greater distress over time. Thus, the impact of the abused woman's mental health needs to be addressed.
4. Research data also highlights the importance of maintaining broad definitions of family violence in creating and interpreting existing legal remedies as well as services for family violence victims. This helps to dispel stereotyping victims and enables courts and lawmakers to be creative when developing and enforcing remedies.



5. Nearly 3/4 of the sample were living with their abuser at the time they sought assistance from the criminal justice system. Many were planning to either continue the relationship or to have contact with the abuser in the future. This suggests that the courts need to implement remedies beyond protective orders -- remedies that are designed to promote continued, but safe contact between the victim and the abuser. This may include supervised visitation orders, earnings withholding orders for emergency family maintenance, and orders to enforce participation in abuser intervention programs.

Recommendations

The Council should encourage and support continued research into the dynamics of family violence, and continue efforts to improve the collection of data on how current legal protections and policies are working.

Research Key Partners:

National Institute of Justice
Georgetown University Medical Center
Boston College
House of Ruth
University of Baltimore School of Law
Participant Research Recruiters
District Court of Maryland
Verizon Wireless
The Family Violence Council

5. Cultural Diversity

Importance to Victims

Family violence cuts across all boundaries - race, ethnicity, education, socio-economic background, physical challenges, and sexual orientation. No group remains untouched. Yet serving victims in some groups presents unique challenges because of language, cultural or other barriers. Since family violence plagues every population, however, these barriers cannot be permitted to result in the denial of protection to victims.

The Challenge

The differences in language, culture, and other aspects of certain populations present a variety of obstacles to effective family violence



intervention. Service providers, law enforcement, court personnel and others responding to victims may lack staff capable of communicating with non English-speaking or hearing-impaired victims. They may lack understanding of appropriate protocols for

intervention in cultures with different family structures. They may fail to comprehend the depth of a victim's distrust of authority figures because of their experiences on living in a different political environment. Thus, policymakers and those on the front lines responding to family violence victims often lack the skills and training necessary to address the needs of diverse populations.

Meeting the Challenge

In 1998, the MNADV established the Multi-Cultural Task Force to foster the development of culturally competent family violence services and to provide opportunity for people from diverse communities to offer input into public policy development and implementation. The Task Force has

sponsored presentations on the culturally-specific challenges of Asian, African-American, Native American, and immigrant victims, and it has facilitated diversity training workshops for law enforcement and service providers. The Task Force is exploring with the courts how to train court interpreters on the dynamics of family violence and cultural competency, and how the State meets the needs of victims from diverse populations generally.

The Task Force has accomplished the following:

- Begun efforts to enhance cultural competency of service providers and other ancillary services across the State .

Five Task Force Members were certified as Diversity Facilitators by the National Multi-Cultural Institute. Based on the Institute's 8-hour training model, the Task Force developed 2 training outlines. The first is an 8-hour training and the second is a 90-minute training to be used at conference workshops. Since developing these outlines, 5 trainers co-facilitated five 8-hour sessions for the sheriffs of Prince George's County in Maryland in May and June 2000 and 2 trainers co-facilitated a workshop at the MCASA/MNADV's Conference in November 2000.

Further, Task Force members' knowledge of culture-specific challenges has been enhanced through presentations on the beliefs, folkways, and challenges of Asian victims of domestic violence, African American victims, Native American victims, and immigrant victims.

- Enhanced knowledge of existing culture specific service models. The Task Force began gathering information on specific cultural groups and identified resources

for culture specific models. Efforts to obtain copies of cultural specific models from the resources identified (i.e. Sacred Circle for Native American model) are still in progress.

- Began development of culture specific models where needed.
- A draft model for serving African American victims of domestic violence has been completed and will be reviewed by Task Force members who will make recommendations based on its content. The group is also reviewing a model called “the Kinship Journey,” which was developed by Radhia Jaaber for counseling African-American perpetrators and is also following development of Latino models for victims and perpetrators, which were initially launched by the Family Crisis Center of Prince George’s County.

- Enhanced input of diverse communities in the public policy development process. The Family Violence Council informs the Task Force about its legislative agenda and follows up with policy concerns discussed at meetings. Issues that were identified included the heightened risk of Latina mothers losing custody of their children when seeking legal help from the courts. Victims who are non-English and limited-English speaking experience difficulty in seeking relief through the courts.

Recommendations

- The Council should continue to support efforts to meet the special needs of victims from diverse populations, with particular focus on providing adequate training in diversity and cultural competency to all groups, including court interpreters, which serve victims.

6. Silent Witnesses

Hundreds of concerned Maryland citizens, advocates, victims, law enforcement officers, and medical personnel participated in the National “March to End the Silence About Domestic Violence” in Washington, D.C., on Saturday, October 18, 1997. Volunteers from each Maryland jurisdiction carried 36 Silent Witnesses – free-standing, life-size wooden figures painted red, each bearing the name and story of a woman murdered by domestic abuse during 1994 and 1995. Since 1997, the Witnesses have “toured” the State of Maryland several times and have been used by a wide variety of groups to highlight the issue of domestic violence.

The silent witness exhibit was first conceived and produced by a group of women artists and

writers in Minnesota. To turn their rage against killing into a powerful visual public statement, the group created 27 Minnesota women murdered in acts of domestic violence in 1990. The traveling memorial was displayed in art galleries, courthouses, city halls, shopping



malls, universities, high schools, and churches throughout Minnesota. It received an award from United States Attorney General Janet Reno and stood in the rotunda of the Russell Senate Office building in Washington, D.C., as Congress considered the Violence

Against Women provisions of the 1994 federal Crime Bill. Currently, exhibits have been created in all 50 states as part of a national initiative to end domestic violence. Initiatives pertaining to the silent witnesses are highlighted on a monthly electronic newsletter sponsored by the Silent Witness National Initiative.

Harford and Garrett Counties have created their own exhibits in order to honor individuals within their own communities.

VII. Victim Assistance

1. Lay Advocacy

Importance to Victims

Lay advocates provide services that are vital to victims of family violence. For example, they provide information about protective orders and other legal options, help victims understand court forms, accompany victims to criminal court when they press charges against their abusers, and offer emotional support. Lay advocates help victims navigate through the often complex court system.

Lay advocates also help Maryland's courts handle domestic violence cases more efficiently and effectively. With the assistance of an advocate, victims are more prepared for judicial proceedings, informed of their options, and acquainted with the court system. They are better able to understand the information required by a court and to communicate with judges, clerks, and court personnel more appropriately. This results in judicial economy.

Lay advocates may not perform any activity that we traditionally think of as the practice of law. They do not give legal advice, argue before a court, examine witnesses or draft pleadings because if they attempted to perform these functions, they would be engaging in the unauthorized practice of law. What lay advocates do depends on the organizations for whom they work.

Some advocates work for battered women's shelters, some for State's Attorneys' Offices, some for federal victim/witness programs, some for the Court Appointed Special Advocates ("CASA") for children, some for private non-profits, and some may be unaffiliated volunteers. Some lay advocates are supervised by attorneys and some are not. There is no standardized training for all lay advocates, so each organization trains their advocates differently.

The Challenge

The Council focused primarily on domestic violence lay advocates who work with victims petitioning for protection in the civil court and victim/witness advocates who assist victims in the State's criminal cases against their abuser. The Council concluded that lay advocates provide many valuable services to victims, to the courts, and to State's Attorneys. At times, these services save lives.

The Council heard from both judges and abuse survivors that there are not enough lay advocates available to assist the steadily increasing numbers of *pro se* victims seeking protection. Because they are needed to help both victims and the courts, the Council recommended that lay advocacy programs be expanded to serve greater numbers of family violence victims around the State. Lay advocate programs also coordinate their efforts with their local courts and State's Attorneys' Offices, where appropriate, to increase their ability to effectively protect victims as part of a strong coordinated response to family violence.

Concerns have been raised about whether the work performed by lay advocates is the unauthorized practice of law. While the Attorney General issued an opinion that the prohibition against unauthorized practice bars certain practices lay advocates might otherwise perform, he also recommended that the General Assembly "consider authorizing lay advocates to provide much-needed help that may not be permissible now."³⁵ This opinion problem is particularly troubling because, despite the need for more lay advocates, some programs and individuals, who would otherwise enter the field, are not doing so out of concern that they might engage in or supervise illegal activity.

³⁵ 80 Opinions of the Attorney General – (1995) [Opinion No. 95-056 (December 19, 1995)] Family Law–Domestic Violence–Unauthorized Practice of Law–Activities of Lay Advocates

Meeting the Challenge

In 1996 the Council considered introducing legislation that would exempt certain practices from the prohibition against the unauthorized practice of law but was not able to achieve a consensus around specific legislation. Instead, the Council strongly supported the notion that all family violence victims obtain consistent, high quality lay advocacy services within the bounds of the law. The Council argued for additional lay advocacy programs to meet the expanded needs of victims. They also pushed for uniform standards for domestic violence and sexual assault lay advocates. The Council encouraged lay advocates to work with judges, State's Attorneys, the State Bar Association, and advocacy groups to build a consensus around legislation exempting certain activities performed by lay advocates from the unauthorized practice of law.

Resources

The State has devoted more resources to funding positions that provide support services to victims. There are more lay advocates due to an increase in VAWA and Victims of Crime Assistance (VOCA) funding.

Some of the circuit courts have established specific programs to assist victims of domestic violence based on the nationally recognized Protective Order Advocacy and Representation Projects (POARP). These programs are collaborative efforts among a wide range of domestic violence advocacy organizations and legal service providers. POARP programs are active in: Baltimore City, and Baltimore, Prince George's and Montgomery Counties. Similar projects have been established in a number of other Maryland jurisdictions. Further, in 16 jurisdictions, the AOC awarded funds through

In 16 of 24 Jurisdictions, the AOC awarded funds to establish specific programs to assist victims of domestic violence.

its Special Project Grants to assist victims of domestic violence. These funds support the work of staff attorneys, part-time attorneys and contractual attorneys, coordinators, court and civil advocates, and paralegals. See Appendix.

Over the last five years GOCCP has seen an increase in the number of State's Attorneys' Offices requesting funding for advocates, due in part to laws strengthening the rights of victims of crime. For the first time, there are now advocates at the circuit court level in State's Attorneys' Offices in all 24 Maryland jurisdictions. This is a significant step forward in securing the rights and safety of victims. Increasingly, State's Attorneys' Offices are requesting funding to place advocates in the District Court as well.

Similarly, GOCCP has seen a dramatic shift in funding requests from law enforcement offices. A number of agencies have requested funds to hire advocates to work with victims of family violence.

Information and Training

The MNADV's Legal Advocates Task force is writing a manual for domestic violence legal advocates. They expect to complete it by fall 2002. MNADV is developing a manual and training for domestic violence program staff.

Certification

Under the auspices of the State Board of Victim Services the feasibility and desirability of instituting a certification program for persons working with victims of crime is in the early stages of research. The Board is meeting with representatives of all service provider groups, including non-profits to investigate the implementation of a certification program. GOCCP received a grant for the establishment of an academic-based state victim assistance academy for foundational level training in victim services. This is a 3-year grant which would pay for a consultant and allow for further study into the viability of a certification program in

In 16 of 24 jurisdictions, the AOC awarded funds to establish specific programs to assist victims of domestic violence.

Maryland. Maryland was one of the five states selected for this grant award from the Department of Justice, Office for Victims of Crime (OVC).

Training

Lay advocates have had the opportunity to receive training in Maryland since 1996. Between 1999 and 2000 the State Board of Victim Services sponsored three statewide training sessions for advocates, victims, and invited private and non-profit groups as well as state employees. Almost 500 persons attended the training.

In 1996, 1998, and 2000 MNADV and MCASA sponsored statewide domestic violence/sexual assault conferences which included workshops devoted to the advocacy community. These workshops covered legal, ethical, and operational standards for lay advocacy.

In 1999, MCASA developed the *Court Advocate Resource Training and Manual* for advocates working with individual victims of sexual assault. The training and manual is designed to increase advocates' understanding of laws pertaining to sexual assault; the court system; and the community.

Training Note:

In Fall 2001 Council Staff trained Court Appointed Special Advocates on Domestic Violence and Child Maltreatment.

Recommendations

The Council should continue to support additional funds to make as many lay advocates available as possible to meet the needs of *pro se* family violence victims. It should also help facilitate a coordinated effort to develop a lay advocacy manual, institute statewide training, and explore possibilities for a certification program.

Key Partners:

Maryland Network Against Domestic Violence

Maryland Coalition Against Sexual Assault
State Board of Victim Services

Governor's Office of Crime Control & Prevention

University of Maryland Baltimore County

Maryland Association of Victim Services
Providers

Department of Human Resources Office of
Victim Services

2. Victim Information and Notification Everyday (VINE)

Importance to Victims

Most victims of crime want and need timely information about their cases. As they struggle to recover from the aftermath of crime, increased personal safety is a primary concern. They want to know where the offender is—in custody, transferred, or released. They also want to know where their case is in the complex, and often lengthy, justice process.³⁶

Maryland law entitles victims to notification of all proceedings that affect a victim's

interest, including a bail hearing or change in the defendant's pretrial release order, dismissal, *nolle prosequi* or setting of charges, trial, disposition, or post-sentencing court proceedings. In addition, victims are entitled to notification of parole release hearings, of commitment for a crime of violence, and of child sex offenders release or escape from confinement. Notification of all proceedings helps give victims information they need to feel safe and the respect that they deserve.

³⁶Maryland Crime Control and Prevention Strategy, p. 91 (1998 ed.).

As of December 2001, 23 county detention centers were linked to the VINE system. By this time, all of the District Court and 23 out of 24 circuit courts were linked to VINE.

The Challenge

In 1996 the General Assembly enacted the Victims' Right to Notification Act requiring that victims be notified of their rights and of available support resources, beginning with their first contact with law enforcement and continuing throughout the entire justice process.³⁷ At the time that the law was enacted, the State Board of Victim Services was developing a plan to conduct a pilot of the automated victim notification system.

Meeting the Challenge

In 1998, the State of Maryland implemented a state-of-the-art, computerized, multilingual notification service known as the Victim Information and Notification Everyday Program (VINE). VINE pilot programs were first implemented in Carroll and Montgomery Counties and were funded, in part by \$150,000 in grant funds from the Maryland Victims of Crime (MVOC) Fund. Crime victims participating in VINE are provided with personal identification numbers and given a 24-hour, toll-free telephone number to register for notification and to check on the status of perpetrators. When the victim calls, the system will inform her where the offender is within the justice system. Victims can also obtain case status information, such as court dates.

A major benefit of VINE for family violence victims is its ability to place warning flags or markers in the system for victim notification. When an offender is released or escapes, registered victims are notified promptly through computer-generated telephone calls. If there is no response to a call, the system will continue trying to make contact. As a fail-safe mechanism, if the system calls to warn a victim and an answering machine answers the call, the system will leave a warning message on the machine and will keep dialing the victim's number until a human voice answers and supplies the system with the victim's personal identification number.

VINE usage reports for Montgomery and Carroll County in 2000 indicate that 8,567 victims registered for the service. There were an estimated 3,588 calls into the service for custody information and VINE placed 18,023 outgoing calls with custody information, notifying 552 people. Between November 1, 2000 and June 30, 2001, 612 calls were placed for custody information and 418 persons were notified by VINE. A statewide conversion to VINE took place in November 2001. From July 1, 2001 through June 30, 2002, 1,141 persons were notified by VINE.

The Maryland General Assembly approved a \$500,000 statewide plan in 1999 which provided the VINE service in all detention centers, including links to the District and circuit court systems to provide victims with information and changes in court proceedings, and links to the Division of Correction to provide release information and dates for parole hearings. Crime Victims are entitled to this information by law following the passage of the Crime Victim Rights' Notification Act of 1996.

Between November 2000 and September 2001, the Department of Human Resources' Office of Victim Services awarded \$100,000 in Victims of Crime Assistance funds to GOCCP to conduct training on VINE.

In October 2002 the VINE service was linked to all state correctional facilities, providing offender custody status and release notification for this segment of the population. In both the District and circuit courts designated users have internet access to court information. VINE will advise whether a case is open or closed. Case dispositions are not available because the different county computer systems do not capture this information in a uniform way. Wardens at each of the detention centers have worked with VINE system programmers to develop the necessary computer interface with VINE. The State Board of Victim Services and GOCCP have been overseeing the expansion.

³⁷Maryland Crime Control and Prevention Strategy, p. 88 (1998 ed.).

Crime victims in these jurisdictions will now have 24-hour, confidential access to important information which will help victims feel safe and provide peace of mind.

Public Awareness

Beginning in September 2000, the State began to engage law enforcement personnel and victim service providers in discussions about how VINE operates and how victims of crime can benefit from this service. Packets of information about VINE were distributed as well. A public service announcement ran on national television detailing how Maryland's VINE system operates. Maryland's VINE system represents one of the most comprehensive ones in the nation because it captures and coordinates information from the courts and the Department of Public Safety and Correctional Services.

Recommendations

- The Council should continue to support the State's efforts to implement the VINE program statewide and to educate the public about the service.

Key Partners

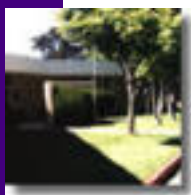
Governor's Office of Crime Control & Prevention
State Board of Victim Services
Department of Human Resources
Administrative Office of the Courts

3. Supervised Visitation Centers

Importance to Victims

Supervised visitation centers provide a range of services for families who have experienced family violence. Centers can be used simply to exchange children safely when a court grants a protective order with "no contact"

between the victim and abuser, but also grants the abuser unsupervised visitation with the children. This service allows parents to exchange children for visitation without any threatening or violent parent contact and prevents the children from witnessing more abuse.



Centers also provide intensive one-on-one supervision to protect children at high risk. Visitation sessions with a supervisor continuously present are generally conducted in cases where child physical or sexual abuse is proven or suspected. This form of visitation satisfies a court order for supervised visitation.

In lower risk situations, where there have not been allegations of child abuse, supervision may be less intensive. The visit can be monitored by having a supervisor intermittently present, usually with a security employee observing the entire visit at a distance, via video cameras or two-way mirrors. Some centers also provide off-site supervision as a transition for parents who are moving toward unsupervised access to their children.

Centers take a variety of precautionary measures, including having metal detectors installed to detect weapons; having separate entrances and staggered timing so that custodial and non-custodial parents can avoid contact; having security personnel and supervisory personnel present at all times; conducting background checks on all employees and volunteers; training all employees and volunteers in the dynamics of family violence and crisis intervention; and having parents sign agreements that detail the rules and requirements with regard to parental behavior.

Each year, an estimated 3.3 million children are exposed to violence by family members against their mothers or female caretakers.³⁸

Centers may also conduct parenting and child development classes, offer support groups for custodial parents, and run programs to assist children from violent families. By teaching parents and children new ways of interacting, centers can help break the cycle of violence between generations.

Centers are usually run as non-profit entities. Sliding scale fees, often from the non-custodial parent only, generally do not provide sufficient funds to run a Center. Fees usually are supplemented by some combination of support from parent agencies, foundation grants, contracts with state agencies and individual contributions.

The Challenge

At its public hearings, the Council heard many survivors of abuse testify about problems related to visitation. Exchanging children provides abusers with recurring opportunities to threaten and further abuse their victims. Children may also be victimized by visitation, both by witnessing their parents' abusive behavior, and by being physically or sexually abused themselves during visitation.

The highest risk of violence in abusive relationships occurs immediately after a victim leaves the relationship. This is generally the time period when visitation is granted. It is also well documented that there is a high correlation between domestic violence and child abuse. When both have occurred within the family, the exchange and the visit need protection. Even absent a history of child abuse, some abusers will try to use the children to force the victim to return or to retaliate against the victim.

The Council concluded that when visitation is granted in abusive relationships, the children and the custodial parent should be protected. The best way to provide this protection is through the services of a safe, child-friendly supervised visitation center.

In 1996 the Council recommended that supervised visitation centers be created to provide sufficient security to ensure the safety of parents and children, to provide a healthy child-friendly visitation environment for families experiencing problems with violence, to provide courts with the option of ordering safe visitation in family violence cases, and to provide drop-off sites so that parents under no contact orders can exchange children for visitation at a neutral site.

Meeting the Challenge

In 1996 when *A Call to Action* was published, the courts offered no supervised visitation services. Often jurisdictions referred parties to the Office of the Sheriff who would provide a deputy on a fee-only basis. In 1998 Anne Arundel County Circuit Court provided supervised visitation services. As of February 2002, 21 of Maryland's jurisdictions have either supervised visitation services and/or monitoring. One jurisdiction, St. Mary's County, has supervised visitation services for therapeutic purposes only. Supervised visitation services do not exist in the circuit courts of Frederick, Garrett and Howard Counties.

Centers do exist in Allegany, Anne Arundel, Baltimore, Calvert, Caroline, Carroll, Cecil, Charles, Dorchester, Harford, Kent, Montgomery, Prince George's, Queen Anne's, Somerset, Talbot, Wicomico, and Worcester Counties and Baltimore City. All the court-based programs are professionally staffed and most provide both monitored exchange as well as supervised visitation. Further, Maryland Circuit Court Family Divisions and Family Services Programs established and funded seven supervised visitation centers.

The Department of Human Resources has also contributed to the funding of supervised visitation services since 1997. They have funded portions of centers in Allegany, Cecil and Charles Counties. Additionally, the

³⁸ American Psychological Ass'n, Violence and the Family Report of the American Psychological Association Presidential Task Force on Violence and the Family p.11 (1996).

Department of Human Resources provided funds to Baltimore City to enhance their supervised visitation services in 1997 and 1998. Department of Human Resources funding has defrayed the cost of staff who supervise the visits as well as security services for the center in Allegany County. All told, the Department has devoted \$150,000 for supervised visitation centers.

Monitored Exchange Centers

Monitored exchange services are available in sixteen jurisdictions. Monitored exchange centers are available in Allegany, Anne Arundel, Baltimore, Carroll, Cecil, Dorchester, Harford, Kent, Montgomery, Prince George's, Queen Anne's, Somerset, Talbot, Wicomico, and Worcester Counties and Baltimore City. Monitored exchange services do not exist in Calvert, Caroline, Charles, Frederick, Garrett, Howard, St. Mary's and Washington Counties. *See Appendix.* The Children's Rights Counsel of Maryland operates monitored exchange sites in a large number of jurisdictions using volunteers.

Operation of Centers

Private individual providers, individual Human Services workers, local providers, and other groups carry out the day to day operations of centers. *See Appendix.*

Other Services for Families

There are services for families available in all jurisdictions. Each circuit court has a Family Services Program and a Family Support Services Coordinator. *See in the Appendix Table 3. Services Available Through the Family Division and Family Services Programs.* Family Support Services Coordinators assist families in accessing a myriad of services, including visitation services. Some are operated, contractually, by local non-profit organizations.

In addition, GOCCP has provided funding for supervised visitation centers in Western Maryland. In rural areas, victims sometimes found transportation for visitation difficult.

Funds were made available through a rural grant for transportation services and for satellite offices. In the summer of 2001, rural grant funding through GOCCP was expanded and 20 of 24 jurisdictions were eligible to receive these funds.

Based on criteria established by the federal government, Baltimore City, Howard, Anne Arundel, and Montgomery Counties will not be eligible to receive these funds. In Baltimore City, Anne Arundel and Montgomery Counties, for example, programs are operating using circuit court family division funds.

Recommendations

The Council should continue to promote healthy and safe visitation experiences for victims and their children. Specifically, it should encourage increased funding for visitation center staff and security in all jurisdictions, with an emphasis on rural needs. It should also promote establishing protocols for the hiring and training of staff providing visitation services.

Key Partners:

Administrative Office of the Court's Family Services Program
Governor's Office of Crime Control and Prevention
Local providers
Maryland Judiciary
Department of Human Resources' Office of Victim Services

4. Welfare and Medicaid Systems' Reform

Importance to Victims

Federal and state welfare reform initiatives are underway. Their major stated goal is to attack the societal problem of welfare dependency. Federal welfare reform law places time-limits on Aid to Families with Dependent Children (AFDC), now called Temporary Cash Assistance (TCA) in Maryland, and imposes various work requirements on recipients. Because of the dynamics of domestic violence, however, the federal law permits states to exempt domestic violence victims from these requirements.

The exemption is necessary because domestic violence is "one of the most difficult barriers to overcome in assisting participants to move off welfare and into the labor market."³⁹ Abusive partners of some TCA recipients have not allowed them to work, or have sabotaged their efforts to get training and retain jobs. Losing welfare benefits on this basis would make domestic violence victims even more economically dependant on their abusers and, in all likelihood, send them even deeper into poverty.

Maryland developed a State Plan for welfare reform that included the federal language ensuring that the State will screen for and identify domestic violence.⁴⁰ While the federal law permits states to issue waivers on time-limits and work requirements for domestic violence victims, it gives states the discretion to determine criteria and procedures. In Maryland, any month in which a victim is working with a counselor toward "recovery or independence", as defined in the statute, does not count toward the 60-month time limit.

Another welfare provision also affects family violence victims. As of October 1, 1996, before an application for TCA will be accepted, applicants are required to assign their rights to child support over to the State, and to cooperate with the State's efforts to

establish paternity and collect support from their children's father. A "good cause" exemption from having child support pursued exists in federal and state law for victims of domestic violence and for mothers whose children have been abused. In order to get an exemption, a recipient must submit a claim stating she believes that pursuing child support against her abuser will lead to renewed violence. If "good cause" is found, the State will not pursue child support and the applicant will receive benefits. Despite the fact that workers are required to notify applicants of this exemption, very few claims were filed in Maryland.⁴¹

Another federal and state system undergoing reform is the Medicaid system. Maryland received a federal waiver to require Medicaid recipients, many of whom are also TCA recipients, to use managed care health maintenance organizations (HMOs) as their health care providers beginning in January 1997. In 1996 it was unclear whether the HMOs absorbing this population would cover substance abuse treatment and domestic violence victim service programs.

The Challenge

In 1996, Maryland's policies and protocol related to the handling of benefits for victims of family violence were being developed. At this time, victims of family violence were concerned that they would be expected to find work within 60 months, even though their family violence situation might not permit them to do so. Victims were also concerned that they would have to cooperate with the State's efforts to establish paternity and collect child support when doing so could jeopardize their safety. Additionally, victims of family violence had concerns about whether their health needs would be met when the State required AFDC, now TCA, recipients to use HMOs as their health care providers.

³⁹ Jody Raphael, *Domestic Violence and Welfare Receipt: Toward a New Feminist Theory of Welfare Dependency*, 19 Harvard Women's Law Journal 203 (1996).

⁴⁰ MD State Plan-TANF "Sept. 27, 1996".

⁴¹ Learned in telephone conversation with Beth Boyd, Program Mgr. for Policy and Regulation, DHR (Nov. 4, 1996).

Meeting the Challenge

Developing a Safety Net for Victims of Family Violence

The State of Maryland adopted the Family Violence Option as part of welfare reform which was implemented by the Department of Human Resources to maintain a safety net for family violence victims receiving assistance from local departments of social services. A task force with members from the Community Services, Family Investment, Child Support Enforcement and Social Services Administrations, as well as community partners, including a Family Violence Council member, was organized to develop a statewide plan to include screening policies and comprehensive training programs for all local departments of social services. According to staff in the Family Investment Administration, currently all jurisdictions are screening applicants requesting service for family violence issues. For those customers presenting with family violence issues that prevent them from obtaining employment, assistance is continued through a State-funded source until it is safer for those customers to seek employment.

Screening Policies

As of March 15, 2002, 401 individuals identified themselves victims of domestic violence, according to the Department of Human Resources. Welfare office workers are required to ask questions to determine if a customer might be a victim of domestic violence. To ensure that these questions are asked, a computer program screen prompts them to ask about and screen for domestic violence in every case. Workers cannot bypass this computer prompt.

Workers also received formal instructions for screening customers for family violence. These documents instruct workers to ask certain questions to determine if certain requirements “may be waived” if the local department has “good cause” to believe that compliance would make it more difficult for the victim to escape domestic violence. Additionally, since June 1999, Maryland has

not had a length of residency requirement that would apply to victims seeking benefits in Maryland who have fled other states to escape domestic violence.

DHR has always had a policy that if there are safety issues for the customer, the department does not have to pursue child support. DHR has suggested questions for workers to ask to determine if safety issues exist. DHR’s computer system prompts workers to ask questions in this area on every case. Workers may accept the statement of the customer, court documentation, police reports, or any other documentation or other collaborative information that the customer has available showing that there are safety concerns. DHR can not “sanction” a customer by discontinuing a customer’s benefits unless the department demonstrates that there has been a check for safety issues and there are no “good cause” issues.

Training

During 1997 and 1998 DHR awarded Family Violence Prevention and Services funds obtained from the United States Department of Health and Human Services to all of Maryland’s 24 local departments of social services. These funds were used to train front line staff, including Family Investment workers, child support workers and clerical staff, on eligibility requirements and screening for domestic violence victims. Between 1997 and 1998, all of the Family Investment Administration’s 4500 caseworkers were trained. Since 1998 DHR has offered a 3-day course on family violence that the YWCA of Anne Arundel County developed. At this training, local service providers are on hand to meet workers. Moreover, since 1998 a training module for all new workers has been used. As part of their new worker training in 1997-1998, workers went to court to observe how cases were handled.

Since January 1998, all new workers have been trained on domestic violence. Additionally, the Community Services Administration and the Family Investment Administration (FIA) provided funding for the

An estimated 30% of children who witness violence in their homes become perpetrators of violence. This is considerably higher than the abuse rate of 2% - 4% found for children in the general population.

local offices interested in offering additional family violence training. FIA has included family violence training in all training sessions for new case managers. FIA schedules approximately 6 new worker-training sessions per year. Each of these sessions includes family violence segments. FIA schedules additional family violence training at a local department of social services office's request.

Medicaid

It is important that the interests of family violence victims be protected in the shift of Medicaid recipients to managed care HMOs. DHR has an agreement with the Department of Health and Mental Hygiene (DHMH) to assist them in processing medical assistance applications. DHR screens for domestic violence at local departments of social services and in hospitals. Designated hospital staff screen patients to determine whether they qualify for medical assistance. Sometimes these persons are Department of Social Services social workers. Case managers interview applicants and determine eligibility for Medicaid. DHMH typically relies on DHR's recommendation concerning the applicant's assertion that she is a victim of family violence. The Community Services Administration of DHR has contracts with domestic violence service providers. If a case manager believes that a patient is experiencing family violence, a local family violence expert can make a referral for necessary services and to specialists. Each local department of social services has a person designated to specifically make referrals for family violence issues. It is important that the interests of family violence victims be protected in the shift of Medicaid recipients to managed care HMOs. DHR has an agreement with the Department of Health and Mental Hygiene (DHMH) to assist them in processing medical assistance applications. DHR screens for domestic violence at local departments of social services and in hospitals. Designated hospital staff screen patients to determine whether they qualify for medical assistance. Sometimes these persons are Department of Social Services social workers. Case managers

interview applicants and determine eligibility for Medicaid. DHMH typically relies on DHR's recommendation concerning the applicant's assertion that she is a victim of family violence. The Community Services Administration of DHR has contracts with domestic violence service providers. If a case manager believes that a patient is experiencing family violence, a local family violence expert can make a referral for necessary services and to specialists. Each local department of social services has a person designated to specifically make referrals for family violence issues.

Recommendations

- Improve the screening practices of local department of social services TCA, Purchase of Care (POC), food stamp and medical assistance workers through periodic training and supervision of new and seasoned workers. This can be accomplished by reviewing questions to ask, how to ask questions to be of maximum assistance to customers and determining how often families should be screened for family violence.
- Evaluate the proposed changes to the POC program regulations relating to the childcare subsidy. This proposed change calls for the subsidy to be terminated if the recipient fails to cooperate with the Office of Child Support Enforcement but does not include a "good cause" exemption in cases where the recipient is subject to family violence.
- Establish a system to track whether family violence victims have been referred to and received necessary medical attention, referrals for domestic violence services, mental health services and substance abuse treatment.

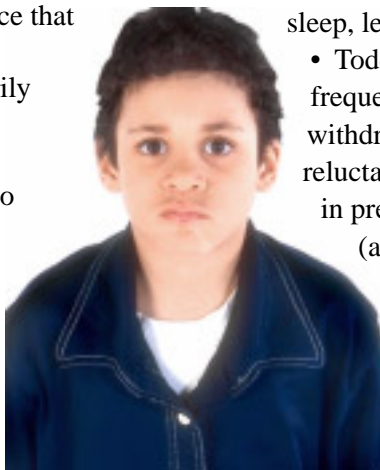
Key Partners

Department of Human Resources
Local domestic violence service providers
Sexual assault service providers
Department of Health & Mental Hygiene
Local health care providers

VIII. Children

Importance to Victims

The Council's mission of reducing and preventing family violence, and breaking the devastating cycle of violence that passes from generation to generation, has focused primarily on strengthening the State's response to the adult victim. However, the Council must also work for the future. The Council must find and help the children who are witnessing violence at home or who are themselves physically and/or emotionally abused. The victimization of children is inextricably linked to the victimization of the parent. The impact of children's exposure to family violence is traumatic—emotional scars from childhood are often carried with them into adulthood. Moreover, children from violent homes bring their problems to school and into their interactions with their peers and teachers. When children are raised in a climate of violence, their outlook for a "normal" and productive adulthood is bleak.



- Estimates from national interviews indicate sons who witness their father's violence have a 1,000% greater rate of abusing their wives than sons who do not.⁴²
- A comparison of delinquent and nondelinquent youth found that a history of family violence or abuse is the significant difference between the two groups.⁴³
- Almost without exception, the men in batterers' treatment programs have reported being exposed to violence between their parents.⁴⁴

The physical and emotional toll on children who witness family violence is horrifying:

- Babies may suffer physical injury, fretful sleep, lethargy, and excessive crying.
- Toddlers may suffer physical injury, frequent illness, become shy and withdrawn, have low self-esteem, be reluctant to be touched, suffer difficulty in preschool or day care (aggressiveness, biting, difficulty sharing), have poor speech development, maintain separation difficulties, and have excessive fantasy in play.
- School-age children may suffer frequent illness, psychosomatic complaints, hitting, stealing, lying, eating disorders, and repetitive self-abuse. Or, they may feel the need to be absolutely perfect, be withdrawn, seek attention, abuse drugs and/or alcohol, assume a parental role with younger siblings, and have displaced anger.
- Teenagers, too, may try to be the perfect child or act as "caretaker" for younger siblings or even the abused parent. As caretakers, they stop being children and start being adults. They may suffer from helplessness, fear bringing friends home, and may be angry with and/or lose respect for the abused parent. They may identify with the aggressor, act out sexually, and have a much greater suicide risk than peers who do not witness violence at home.⁴⁵

Even more frightening than these behaviors are the long term psychological effects. Children witnessing abuse endure incredibly high stress levels, brought about by the fear

⁴²Site Hiller, G. "Violence By and Against America's Children," *Journal of Juvenile Justices Digest*, XVII (12) p.6. 1989

⁴³Straus, M.A., Gelles, R.G. & Steinmetz, S. *Behind Closed Doors*, Double Day, Anchor. 1980

⁴⁴ From *Maryland Medical Journal*, April 1994, written by a clinical director at Sexual Abuse and Domestic Violence Center, Inc. (now known as Turnaround), Baltimore, MD.

⁴⁵ From *Maryland Medical Journal*, April 1994, written by a clinical director at Sexual Abuse and Domestic Violence Center, Inc. (now known as Turnaround), Baltimore, MD.

they experience every day that they or their parent will be physically or emotionally harmed. Children bear deep emotional scars from watching the abuse of a parent.

The Challenge

While some schools had excellent family violence education and intervention programs, the Council learned that many schools in Maryland were not acknowledging or addressing the issue. Because of its prevalence and because of its distressing effects on children, no school can afford to ignore family violence.

Meeting the Challenge

The Council's Children's Action Team began meeting in fall 1996, and included representatives from the legal and educational arenas. The Action Team split into 2 groups, one subcommittee to address the Child In Need of Assistance/Child Protective Services issues and one subcommittee to address school-based intervention and prevention. This second subcommittee became the School-Based Intervention and Prevention Subcommittee.

The School-Based Intervention and Prevention Subcommittee explored means of working through the schools to reach and help children and their families who may be exposed to family violence. The Subcommittee established the objectives of encouraging Maryland's public schools to (1) raise awareness that children cannot be ready to learn when they come to school if they are exposed to violence at home; and (2) make available information about intervention and prevention resources for children who may be exposed to family violence. The Council has not recommended any curriculum requirements for the Maryland public schools. The intention was to educate about the problem and about resources that are available in programs within schools and in victim

service providers in the communities, and highlight examples of these resources. To achieve these objectives, the Subcommittee decided to select several programs to highlight as promising practices of intervention and prevention strategies.

The Subcommittee began its work by identifying programs in Maryland public schools which exemplify effective strategies for helping children who have been, or are at risk of being, exposed to violence at home. The Subcommittee sent surveys to the 24 Maryland school superintendents, asking them to identify intervention and prevention programs in their districts.

The response was overwhelming. There were many wonderful violence intervention and prevention programs in schools throughout Maryland. The Subcommittee reviewed the survey responses and worked through the difficult process of deciding which programs to highlight. Characteristics such as target age of participating children, parental involvement, ease/cost of implementation, available outcomes, community involvement, and use of outside resources was considered. Even with the differences among all the programs, several common themes emerged:

1. The concepts of fairness and respect in dealing with others.
2. Taking responsibility for your own actions.
3. The availability of resources if problems are too large for the school.
4. The community-building experience of working together on our kids' problems.
5. Caring adults who are accessible to children must be involved.
6. Parents *must* be involved in what's going on with their kids.



Five programs which represented a broad range of intervention and prevention were chosen.

Anne Arundel County -

No Putdowns

Frederick County -

Character Counts! Program

Montgomery County -

Talk It Out!

Prince George's County -

Second Step Violence Prevention Program

St. Mary's County -

Maryland Student Assistance Program

In April 1998, the Attorney General and Lt. Governor addressed a meeting of the Maryland State Department of Education's Assistant Superintendents for Instruction, and explained the Council's background, recommendations, and action plan. They also highlighted the five intervention and prevention programs, and distributed a written summary of the five programs and of the Subcommittee's work. After the presentation, the Subcommittee agreed there is a need for schools and other local family violence victim resources to establish and maintain connections to strengthen the community and to help our children. In light of the Safe Schools and Character Education activities already under way, the Council declared the Subcommittee inactive and identified a course of action involving the Local Family Violence Councils (LFVCC) coordinators⁴⁶:

Recommendations

School systems should continue to address family violence, and should ensure particularly that they give adequate attention to dating violence. To this end, schools should establish collaborative relationships with LFVCC coordinators where they do not exist already. The Council should help facilitate these connections, particularly among LFVCCs, Safe Schools and Character Education activities.

Mental health counselors who work with schools and youth should be trained to identify and address family violence issues.

What is Character Education?

In collaboration with parents, teachers, and community members, each school tailors character education to meet the unique needs of the school and local community. Character education focuses on the core ethical values that form the foundation of a democratic society: respect, responsibility, trustworthiness, caring, justice, fairness, and citizenship. Character education has proven to be a positive force in reducing disruptive behavior, alcohol and other drug abuse, and teen pregnancy. Character education also contributes to parental and community involvement, safe and orderly schools, greater academic achievement, and higher student and staff morale.

What are Safe Schools?

The Safe and Drug-Free Schools and Communities Program was established in 1987 in all 24 local school systems. Funding is provided to support programs that prevent violence in and around schools and to strengthen programs that prevent the illegal use of tobacco, alcohol, and other drugs. The program involves parents, and is coordinated with related federal, state, and community efforts and resources.

Maryland's Comprehensive Safe and Drug-Free Schools Program consists of:

Kindergarten through grade 12 Drug Prevention and Education;
Student Assistance/Early Intervention;
Peer Leadership;
Tobacco, Alcohol, and Other Drug Policy;
Middle Grades Tobacco Prevention Initiative, and;
The Biennial Maryland Adolescent Survey.

⁴⁶ See pages 54-57 of this Report for further discussion of LFVCCs' role in responding to family violence.

Goals of Five Example Programs:

Anne Arundel County “No Putdowns”

To reduce disciplinary problems and implement the Vision 2000 goal of achieving a safe, positive learning environment in the domains of educational career, and social/emotional growth by using a conflict resolution program.



Frederick County “Character Counts!” Program

To infuse Six Pillars of Character (trustworthiness, respect, responsibility, fairness, caring and citizenship) into all aspects of school activity: instruction, discipline, counseling, extracurricular activities, and career development.

Montgomery County “Talk it Out”

To use a total school approach to teaching children nonviolent conflict resolution skills, and to teach them to internalize and use the concepts consistently in school and at home.

Prince George’s County “Second Step Violence Prevention Program”

To reduce aggressive, impulsive, and violent behaviors by implementing proactive, early intervention strategies and teaching social skills to elementary school students.

St. Mary’s County “Maryland Student Assistance Program”

To identify and intervene with children who are considered at risk because they live in stressful family systems. The mission is to provide counseling to encourage children’s character development and to teach essential life skills, so that the multi-generational cycle of violence, addiction, codependence, and other compulsive behavior is interrupted.

Training Note:

Domestic Violence Training of Guidance Counselor Supervisors

Guidance Counselor Supervisors are trained approximately every 3 years in the area of domestic violence. Approximately 19 supervisors were trained during the Spring of 1999. The Department of Education and the Family Violence Council trained approximately 30 supervisors in Fall 2001.

IX. Abuser Intervention Programs

Importance to Victims

Abuser intervention has become an important part of the justice system's response to family violence. Domestic violence abuser intervention programs (AIPs) began in the late 1970s and proliferated around the country in the 1980s. In the beginning most clients were self-referred. As the justice system became more knowledgeable about family violence, courts began to refer family violence offenders to abuser intervention programs. Increasingly, abuser intervention is court ordered, either as a condition of probation, or as a provision of a civil protective order.

In Maryland, domestic violence programs must offer abuser intervention programs in order to receive domestic violence state funding. This requirement was originally recommended by members of the domestic violence victim advocacy community because they believed it was critical for abuser intervention programs to have strong ties to programs committed to victim safety. The Council wanted AIPs to prioritize victims' safety.

When abusers are ordered into an intervention program, victims often believe that their suffering will come to an immediate end. This is often not the case. Depending on the circumstances, it may be advisable for the victim to make a safety plan, seek counseling, or take other measures to protect herself and her children. It is very important that programs stay in contact with victims and advise them about available resources. By doing so, they can help protect and empower the victim. Such contact also provides valuable feedback about the abuser's behavior.

The Challenge

The Council set out to resolve two concerns: First, Maryland had no standards for those working with abusers; and second, there was no agreement about which intervention methods worked with abusers and which did not. The Council recognized that not all judges were ordering all domestic violence offenders, in criminal and civil actions, to attend abuser intervention programs.

The link between the courts and abuser intervention programs breaks down when courts refer abusers to a "counselor" who does not have domestic violence experience and does not contact victims. There is a great deal of concern in the victim advocacy community that "counseling" of this sort allows abusers to evade responsibility for their actions, leaves victims out of a process that is critical to their safety, and does not ensure that abusers are held accountable to the courts for fulfilling court orders in a meaningful manner. While abuser intervention programs notify the court when an abuser fails to complete or comply with the intervention program, private counselors are under no obligation to do so, and may not even be aware of the necessity or the procedures used to notify courts.

Meeting the Challenge

Guidelines

Based on a proposal developed by the MNADV, the Council after extensive discussions, in 1996, adopted *Operational Guidelines for Domestic Violence Abuser Intervention Programs in Maryland*. The purpose of these Guidelines is to promote victim safety by establishing minimum operating standards for AIPs. Minimum operating standards contained in these Guidelines are intended to accomplish the following:

- Establish program responsibility to victims and accountability to courts;
- Ensure referral of abusers to intervention programs that focus on stopping abuse and preventing abusers from evading or minimizing their responsibility for abusive behavior;
- Ensure AIPs participation in a coordinated approach to ending domestic violence that involves a partnership with the legal community and victim advocacy programs at the local and state level; and
- Ensure outreach to victims.

In 1997 Maryland AIPs interested in court-ordered referrals were asked to self-certify compliance with the Guidelines. A list of programs that voluntarily completed this process was included in Maryland's Judges Manual on Domestic Violence. Judges are

encouraged to refer abusers to those programs included in the list; however, judges have discretion to refer to other programs. Since 1997, the Council has updated the listing of self-certified AIPs each October.

Collaborative

In 1997 the Council convened a Domestic Violence Abuser Research Collaborative (Collaborative). The goal of the Collaborative is to continue ongoing communication within the AIP community, to help determine effective practices, and to develop standards based on those practices. The Collaborative combines research academicians and clinical practitioners and is co-chaired by a researcher and a Maryland abuser intervention program practitioner.

AIP Members of the Collaborative

House of Ruth (Baltimore City)
Family and Children's Services of Central Maryland
Baltimore and Carroll County Offices
Abused Persons Program (Montgomery County)
CASA, Inc. (Washington County)
Domestic Violence Center of Howard County
Mid Shore Council on Family Violence (Caroline, Dorchester, Kent, Queen Anne's and Talbot Counties)
Heartly House (Frederick County)
Family Crisis Center of Prince George's County
Life Crisis Center (Somerset, Wicomico, and Worcester Counties)
YWCA Domestic Violence Program (Anne Arundel County)

University Members of the Collaborative

University of Maryland Baltimore County
University of Maryland College Park
University of Maryland Louis H. Kaplan School of Social Work

The clinical coordinator of the Montgomery County Abused Persons Program is the practitioner co-chair and the Assistant Professor of Psychology, University of Maryland Baltimore County is the academic co-chair.

Most abuser intervention programs deal with abusers in groups. There are a variety of different intervention methods, including cognitive behavior therapy and educational models that focus on abusers' use of power and control. There is no national agreement or conclusive scientific data that indicates which model is the most effective at stopping abusive behavior.

Maryland service providers also asked, "which intervention methods are the most effective?" The lack of conclusive scientific evidence made this a difficult question to answer. Therefore, instead of promoting specific intervention methods for AIPs, the Council recommended procedural standards or guidelines designed to maximize protection of victims and abuser accountability.

A primary goal of the Collaborative was identifying and filling the gaps in our knowledge about intervention programs. Additional goals included developing standards and a certification process, and operating as a national demonstration model on developing research based standards.

In addition to implementing the Guidelines, the Collaborative had other successes:

Collaborative Accomplishments

- Obtained a grant to study a centralized outcome data collection procedure for Maryland AIPs and completed the study.
- In July of 2001 worked with University of Maryland College Park and the University of Maryland Baltimore County to submit a grant proposal to the Center for Disease Control. The grant would be used for research on AIPs, readiness to change, recidivism by domestic violence offenders, and to operationalize the uniform data set at 6 participating programs.
- Sponsored a statewide AIP Roundtable on November 7, 1997 in which AIPs learned about new research findings regarding AIPs, offered input on a research agenda

for the Collaborative, and discussed issues related to AIP outcomes and outcome measurements. As a result of the Roundtable, the Collaborative generated the "Roundtable Report", which was published and widely distributed in Maryland in the Spring of 1998.

- Published (6 issues since 1999), a newsletter *Abuser Intervention Practice and Research Update*, an outgrowth of the Roundtable Report. It is widely distributed to AIP staff, researchers, victim advocates, and criminal justice personnel.
- Every year since 1997, submitted a list of self-certified AIPs to the AOC for inclusion in the Maryland Judges Manual on Domestic Violence.
- Maintained a resource library.
- Every year since 1998, organized one-day conferences on Best Practices for AIPs and the coordinated community response to domestic violence. Keynote speakers have included Lt. Governor Kathleen Kennedy Townsend, Attorney General J. Joseph Curran, Jr., former Chief Judge of the District Court Martha Rasin, Director of Parole and Probation Judith Sachwald, and Barbara Hart, Esquire, nationally known speaker on domestic violence issues.
- At conferences, highlighted the benefits of making referrals to self-certified abuser intervention programs, encouraged a coordinated criminal justice response to holding domestic violence abusers responsible and accountable for their actions, and promoted best practices for AIPs. Many representatives from law enforcement, State's Attorneys' Offices, and victim advocates also attended these conferences.

In order to meet the challenges set before it, the Collaborative convened the Operational Guidelines Subcommittee.

Operational Guidelines Subcommittee

The Operational Guidelines Subcommittee was responsible for reviewing the process of self-certification and the substantive requirements of the Operational Guidelines. This Subcommittee first convened in the fall of 1998 with these tasks in mind:

- Examining the process for reviewing and approving certification applications;
- Considering ways to work with judges who may be reluctant to refer abusers to AIPs;
- Monitoring compliance with the Operational Guidelines.

Operational Guidelines Subcommittee Accomplishments

Accomplishments

The Operational Guidelines Subcommittee plans to improve upon the certification process by developing a comprehensive packet of recertification materials and developing a mechanism to monitor compliance with the Guidelines. Additionally, the Council will continuously reach out to non-self-certified AIPs to educate them about the benefits of certification and provide them with materials should they wish to self-certify.

After conducting a survey of self-certified AIPs in the Winter of 1999, the Operational Guidelines Subcommittee formed two workgroups to accomplish its key tasks: the Courts Workgroup was charged to consider ways to work with judges and other justice system professionals who may be reluctant to refer abusers to AIPs; and the Peer Review Workgroup was charged to establish a peer review system that would enhance the subcommittee's ability to monitor compliance with the Guidelines, and examine and revise the process for reviewing and approving certification applications.

In addition to reviewing, discussing, enhancing and approving the efforts of the two workgroups, the Guidelines Subcommittee accomplished the following:

- Developed and distributed a survey form to identify non-certified AIPs operating in Maryland.
- Co-sponsored with the Research Collaborative five AIP conferences.
- Enhanced the promotion of best practices by AIP practitioners by forming an internet discussion group and by devoting a portion of monthly Guidelines Subcommittee meetings to sharing of best practices.
- Overseeing on an annual basis the self-certification of new AIPs, the re-certification of continuing programs, and the preparation of the list of self-certified AIPs that is forwarded to the Administrative Office of the Courts for inclusion in the Judge's Domestic Violence Manual.

Members of the Guidelines Subcommittee

Family and Children's Services
Alcohol and Drug Programs Management Turnaround
Citizens Assisting & Sheltering the Abused, Inc. (CASA)
Family Crisis Center of Prince George's County
Family Violence Unit of the Baltimore County Department of Social Services
House of Ruth
Personal Alternatives
HARBEL
Life Crisis Center
Young Women's Christian Association (YWCA)
Comprehensive Treatment Center of MD
Abused Persons Program
Family Crisis Resource Center
Catocin Counseling Center
Family Services Association

Courts Workgroup

The Courts Workgroup was formed in 1999 to work with judges who may be reluctant to work with AIPs. Goals of the Workgroup include judicial education, training, and outreach.

Courts Workgroup Accomplishments

By November 2000, the Courts Workgroup had compiled articles, research, fact sheets, and other materials to create *Domestic Violence Abuser Intervention: A Handbook for Judges*. Between December 2000 and November 2002, the Council met with 11 of 12 District Courts at their bench meetings and three of twenty-four circuit courts. The Council and the workgroup consulted and collaborated with local family violence coordinating councils so that they could discuss jurisdictional issues prior to, during, and after these meetings. Presentations at the bench meetings were designed to exchange information pertaining to AIPs, the role of the coordinated community response, and the importance of abuser accountability.

Judges, for example, noted that they do not always know if an abuser attends an AIP as court ordered. In many jurisdictions, there was no court form utilized which indicated that an abuser was ordered into a certain program. Several jurisdictions created such a form as a result of the meetings. The Council would like to develop a statewide referral form for the courts to use when referring domestic violence abusers to AIPs. The Council hopes to work in collaboration with the AOC and others to achieve this goal. In addition to the courts, the Council plans to educate State's Attorneys' Offices about the importance of AIPs. State's Attorneys' Offices are part of the coordinated community response and play a critical role in holding abusers accountable for their actions.

Courts Workgroup Members

Family and Children's Services of Central MD
Family Violence Unit of the Baltimore County Department of Social Services
Comprehensive Treatment Center of MD House of Ruth

Peer Review Workgroup

Recognizing the importance of AIPs' compliance with the Guidelines, the Peer Review Workgroup was formed in 1999 to create a mechanism by which the Guidelines Subcommittee could monitor compliance with the Guidelines. The Peer Review Workgroup would initiate a process in which AIPs could receive constructive feedback about their programs' compliance with the Guidelines.

Peer Review Workgroup Accomplishments

The Peer Review Workgroup met to develop a monitoring process that was not punitive in nature, but rather educational and instructional. The group implemented a pilot peer review program. Based on the Guidelines, they developed qualifications for reviewers, a time frame for the entire review process, subjects to be discussed and questions to be asked, and a process for exchanging information and documentation. Important to this workgroup was creating a system by which reviewers could share and exchange practical suggestions regarding best practices for the program while at the same time highlighting the areas where improvements were suggested. Conversely, for the program volunteering to be reviewed, it was important to the workgroup that they be given the opportunity to offer feedback to the reviewers about recommendations for changing the process.

Since December of 2000, the Council has conducted four pilot peer reviews. Based on the results of the pilot program and research that the Council is conducting about practices

in Maryland and other states, the Council may revise existing policies and procedures. The Peer Review Workgroup also examined the process for reviewing and approving certification applications. In 1997 the Council stated that AIPs who wanted to have their programs included in the Judge's Manual on Domestic Violence could voluntarily complete an application for self-certification. Between 1998 and 2000, the Council asked AIPs who were willing to do so to affirmatively acknowledge, by signing a statement to this effect, that they continued to comply with the Guidelines. This was not a requirement. In the Spring of 2001, the Council sought to make improvements in this process and revised its application for AIP self-certification. A new application was created and updated information from AIPs about their programs was requested. The new application was complemented by a review process completed by Family Violence Council staff and AIP representatives. Peer Review Workgroup members are members of the Guidelines Subcommittee.

The Council members and other interested entities, both in the public and private sector, will also determine the need to review the Guidelines and if appropriate, revise them.

Recommendations

Collaborative

- Continue to determine how effective various abuser intervention methods and programs are.
- Help intervention programs collect uniform outcome data.
- Consider the need to revise the Operational Guidelines.
- Operate as a national demonstration model on effective intervention.

Operational Guidelines

- Educate non-self-certified AIPs about the benefits of certification and provide them with material if they wish to consider certification.
- Develop a court form for AIP referrals.
- Continue to educate the courts about the benefits of referring abusers to self-certified AIPs.
- Develop strategy and material to begin educating State's Attorneys on the benefits of referring abusers to self-certified AIPs.
- Research practices in Maryland and in other states to determine whether existing policies and procedures need revision.

Key Partners

Maryland's Self-Certified Abuser
Intervention Programs
Maryland Judiciary
Administrative Office of the Courts
Maryland Network Against Domestic
Violence
Maryland Coalition Against Sexual
Assault
Department of Human Resources
Governor's Office of Crime Control and
Prevention
University of Maryland Baltimore
County
University of Maryland College Park
University of Maryland at Baltimore
School of Social Work
Howard University

X. Sex Offender Treatment Programs

Importance to Victims

There are few areas of mental health practice today that impact public safety as much as the treatment of sex offenders. The serious nature of sexual crimes, in terms of the damage done to the victims it creates, as well as the high degree of recidivism among the perpetrators, combined with an involvement with the criminal justice system, makes this area of mental health practice unlike any other, and compels us to constantly seek more effective responses to the problem. Increasingly, sexual victimization is seen as both a public health and criminal justice issue warranting a comprehensive, systemic response.

The proper evaluation and treatment of sex offenders is an essential component in a broad range of services dealing with sexual victimization and its prevention because sex offense incidence research suggests that many sex offenders have multiple victims and that untreated or inappropriately treated offenders will offend more victims.

Failure to complete treatment places offenders at higher risk for recidivating, compared to offenders who completed treatment. Hanson, R.K. and Bussiere, M..T., Predicting Relapse: A Meta-Analysis of Sexual Offender Recidivism Studies, J. Consult-Clin-Psychol., p.66(2): 348-62 (Apr.1998).

The Challenge

In 1996 in A Call to Action, the Council supported efforts to develop standards for sex offender treatment and to develop a certification process. There are no federally mandated nor nationally accepted standards for certification for the evaluation and treatment of sexual offenders. Although a number of states have enacted legislation establishing minimum requirements for the

treatment of such offenders and for the certification of those providing such treatment, the State of Maryland is not among them. Not all professional schools for mental health practitioners routinely provide specific training in the area of treatment of sex offenders.

The need for standards of competence and experience in this area cannot be denied. The effectiveness of the mental health community's response to the management of sex offenders has immediate and long-range implications. The criminal justice system may use clinical evaluations and sex offender specific assessments as guidelines to help in the determination of the placement level, types of treatment and degree of monitoring necessary for offenders. Inadequate or inappropriate interventions damage the credibility of all treatment and impose an unacceptable and unnecessary risk to the community.

Meeting the Challenge

The Sex Offender Treatment Subcommittee was originally part of the Domestic Violence Abuser Intervention and Sexual Offender Treatment Action Team. Committee members decided that issues attendant to discussions about sex offenders were distinct and disparate from those involving domestic violence abusers so committee members addressing these issues began to meet separately. The Sex Offender Treatment Subcommittee has met now for the past four years.

The Sex Offender Treatment Subcommittee members surveyed other states and Canada who treat sex offenders to determine the credentials required of such persons. Of concern to the Subcommittee was that in Maryland, since there are no standards, practitioners without any background in the treatment of sex offenders would do more

harm than good. The Subcommittee developed proposed minimum standards for sex offender treatment providers.

In 2000 the Subcommittee began meeting with key partners who have an interest in the treatment of sex offenders. These key partners include the Division of Parole and Probation, the Department of Human Resources and the Department of Health and Mental Hygiene. This partnership acknowledges that management of sex offenders is at the same time a criminal justice and public health issue.

The first step in addressing this issue has been to determine who treats sex offenders in Maryland. The Action Team developed a sex offender treatment provider questionnaire which was sent to providers in Fall 2001. The Subcommittee will use comprehensive information provided in the questionnaire to compile a directory that the Subcommittee intends to be used by the departments to make informed decisions about where to refer offenders for treatment. Such a comprehensive directory does not currently exist in Maryland although the Central Maryland Sex Abuse Treatment Task Force created a small directory for the Baltimore Metropolitan area.

The Subcommittee continues to have a goal of developing a certification process for providers. Maryland must now make the critical decision about if and how this will happen. The Subcommittee is playing an integral part in this process.

Toward this end, the Council is strengthening its relationship with the Division of Parole and Probation. Additionally, the Council was invited to participate on the Sex Offender Task Force created in June 2001 by the Department Secretaries of Public Safety and Correctional Services and the Department of Health and Mental Hygiene.

Key Partners

Department of Public Safety and Correctional Services
Division of Parole and Probation
Department of Human Resources
Department of Health and Mental Hygiene
MD Coalition Against Sexual Assault
Governor's Office of Crime Control and Prevention
private practitioners
victim advocates

Recommendations

- Compile and distribute a sex offender treatment provider directory.
- Develop a certification process for providers.
- Work with the Sex Offender Task Force to develop a recommendation for policy in Maryland for the management of sex offenders and strategies and principles for implementing such a policy.
- Establish minimum standards for all treatment providers.

XI. Conclusion

Maryland has made significant progress, but much remains to be done. Through the leadership and coordination of the Family Violence Council and the many individuals and agencies with whom it has worked, we have begun to respond to family violence as a community. We have begun to recognize that the depths of the devastation wrought by family violence demand a united response. Only through enhanced and sustained communication, cooperation, and collaboration has the tide really begun to turn.

Yet every day victims still die. Every day women miss work because of abuse suffered the night before. Every day children arrive at school in shock from the violence they witnessed at the breakfast table. Their vulnerability, their suffering, and their everyday courage inspires us to rededicate

ourselves to eradicating family violence from our State.

The Family Violence Council has, and will continue to articulate a strong and clear vision of what needs to be done to reduce and prevent family violence in Maryland.

Each system must continue to improve its response to victims, as well as learn to work as part of the community response. While a great deal has been completed, there are still too many victims of family violence.

This report is designed to act both as a guide to action and a basis for further discussion. Many of the programs described can be replicated or be made into national models. Additionally, this report describes the remarkable work that Marylanders are doing and the challenges that together we must rise to meet.



Appendix I

The Family Violence Council

STOPPING
FAMILY
VIOLENCE:
THE
COMMUNITY
RESPONDS

The Council is made up of representatives from the following systems:

1.	President, Maryland State's Attorneys' Association or designee	(2)
2.	District Court Judge	(2)
3.	Circuit Court Judge	(2)
4.	Court of Appeals Judge	(1)
5.	Superintendent, Maryland State Police	(1)
6.	President, Maryland Sheriffs' Association or designee	(1)
7.	Director, Division of Parole and Probation	(1)
8.	Director of Victim Services, Department of Human Resources	(1)
9.	Executive Director of a Local Service Provider	(3)
10.	Executive Director, Maryland Network Against Domestic Violence	(1)
11.	Executive Director, Maryland Coalition Against Sexual Assault	(1)
12.	Coordinator, Commissioner Activity	(1)
13.	Senator, Maryland State Assembly	(1)
14.	Delegate, Maryland State Assembly	(2)
15.	President, Maryland Chiefs' Association or designee	(1)
16.	Member at Large	(1)
17.	Researcher/Professor	(1)
18.	Executive Director, Maryland Commission for Women	(1)
Total Members:		25

STOPPING FAMILY VIOLENCE: THE COMMUNITY RESPONDS

Local Family Violence Coordinating Council Members by Jurisdiction

County	Full Time Coord.	Police Agencies	State's Attorney	District Court Rep.	Judge	Circuit Court Rep.	Court Comm.	Parole & Probation	911	AIPs	Health	Humane Society	Faith	Child Prot. Services	Multi Ethnic	Mental Health/ Sub. Abuse	Education	Military
Allegany	Yes	5/6	Active		(c) Active	Active	Active	Active	Inactive		Inactive	Semi-Active	Active	Active	Semi-Active	Active	Active	N/A
Anne Arundel	Yes	3/3	Yes	Semi-Active	Semi-Active (d)	Inactive	Inactive	Active	Inactive	Active	Active	Active	Active	Active	Active	Active	Active	Active
Baltimore City	Yes	3/3	Active	Active	d-active c-Semi Active	Active	Active	Active	Inactive	Active	Active	Active	Inactive	Active	Active	Active	Active	N/A
Baltimore	Yes	2/3	Active	Semi-	Semi-Active (d) (c)	Semi-	Inactive	Active	Inactive	Active	Active	Active	Inactive	Inactive	Inactive		Active	N/A
Calvert	Yes		Active	Yes	Active (d)		Active	Active					Active			Active		N/A
Caroline	Yes	6/7	Active	Inactive	Inactive	Active		Active		Inactive		Active		Active		Inactive	Active	N/A
Carroll	No	7/7	Active	Inactive	Inactive	Inactive	Active	Active	Active	Active	Active	Active	Active	Active	Inactive		Active	N/A
Cecil	Yes	3/5	Active	Active	Active (c)	Inactive	Inactive	Active	Inactive	Active	Inactive	Inactive	Active	Active	Inactive	Active	Semi-Active	N/A
Charles	No	2/3	Active		Active (c) (d)	Semi-Active	Inactive	Semi-Active	Inactive	Active	Inactive	Inactive	Inactive	Inactive	Inactive	Semi-Active	Inactive	Inactive
Dorchester	No	2/4	Active		Inactive	Active	Inactive	Active	Inactive	Inactive	Active	Active	Inactive	Active	Inactive	Active	Inactive	N/A
Frederick	No	6/6	Active	Inactive	Inactive	Inactive	Inactive	Active	Inactive	Active	Active	Active	Inactive	Semi-Active		Inactive	Inactive	Active
Garrett	Yes	3/3	Yes	Inactive	Inactive	Inactive	Inactive	Active	Inactive	Active	Active	Active	Active	Active	Inactive	Active	Active	N/A
Harford	Yes	4/5	Active	Active	Active (c) (d)		Inactive	Active	Semi-Active	Active	Active	Inactive	Active	Active	Inactive	Inactive	Inactive	Inactive
Howard	Yes	3/3	Active	Active	Active (c) (d)	Active	Active	Active	Active	Active	Active	Inactive	Semi-Active	Active	Active	Active	Active	N/A
Kent	Yes	3/5	Active			Active	Inactive		Inactive		Active	Active		Active	Inactive	Inactive	Inactive	N/A
Montgomery	No	3/27	Active	Inactive	Semi Active	Semi Active	Inactive	Inactive	Active	Active	Active	Inactive	Active	Inactive	Semi Active	Inactive	Active	N/A
Prince George's	No	4/22	Active		Active	Active (c) (d)	Active	Active	Inactive	Active	Active	Inactive	Semi-Active	Active	Active	Inactive	Inactive	Active
Queen Anne's	Yes	3/4	Active		Inactive	Active	Inactive	Inactive	Inactive	Inactive	Active	Active		Active		Inactive	Inactive	N/A
Somerset	No																	
St. Mary's	Yes		Active	Inactive	Inactive	Inactive	Inactive	Inactive	Inactive	Active	Semi-Active	Inactive	Inactive	Active		Semi-Active	Inactive	Semi-Active
Talbot	Yes	5/6	Active		Inactive	Active	Inactive	Active		Inactive	Active	Active	Active	Active		Active	Active	N/A
Washington	Yes	4/6	Active	Inactive	Inactive	Inactive	Inactive	Active	Inactive	Active	Active	Active	Inactive	Active		Active	Active	N/A
Wicomico	No	3/5	Semi-Active	Inactive	Inactive	Active	Semi-Active	Semi-Active	Inactive	Active	Active	Inactive	Inactive	Inactive	Active	Active	Active	N/A
Worcester	No	3/5	Semi-Active	Inactive	Inactive	Active	Semi-Active	Semi-Active	Inactive	Active	Active	Inactive	Inactive	Inactive	Active	Active	Active	N/A
TOTAL																		

Key:

(c)	Circuit
(d)	District
Active	Regularly attends meetings
Semi-Active	Attends meetings occasionally
Inactive	No participation
blank box	No information available

ALL Service Providers participate on local councils

Information was collected through local family violence coordinating council mappings

Domestic Violence Providers in Maryland

STOPPING
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County	Telephone Number
Allegany	Family Crisis Resource Center (301) 759-9244
Anne Arundel County	YWCA Domestic Violence Program (410) 222-6800
Baltimore City	House of Ruth (410) 828-6390 or (410) 828-6390
Baltimore County	Baltimore County Hotline (410) 828-6390
Calvert County	Abused Persons Program Hotline (410) 535-1121
Caroline, Dorchester, Kent, Queen Anne's, Talbot Counties	Mid-Shore Council on Family Violence Hotline 1-800-927-4673
Carroll County	Family & Children's Services of Central Maryland Hotline (410) 857-0077
Cecil County	Cecil County Domestic Violence/ Rape Crisis (410) 996-0333
Charles County	Center for Abused Persons (301) 645-3336
Frederick County	Heartly House, Inc. (301) 662-8800
Garrett County	The Dove Center (301) 334-9000
Harford County	Sexual Assault/Spouse Abuse Resource Center (410) 879-8430 or (410) 836-8430
Howard County	Domestic Violence Center (410) 997-2272
Montgomery	Abused Persons Abused Center 1-800-752-0191 (240) 777-4673
Prince George's County	Family Crisis Center, Inc. (301) 731-1203
St. Mary's County	Walden Sierra, Inc. (301) 863-6661
Somerset, Wicomico, & Worcester Counties	Life Crisis Center, Inc. (410) 749-4357 (410) 641-4357
Washington County	Citizens Assisting and Sheltering the Abused

Sexual Assault Service Providers in Maryland

County	Telephone Number
Allegany	Family Crisis Resource Center Tel: (301) 759-9246 Hotline: (301) 759-9244
Anne Arundel	Sexual Assault Crisis Center Tel: (410) 267-8741 Hotline: (410) 222-7273
Baltimore City	Turn Around Tel: (410) 837-7000 Hotline: (410) 828-6390
Baltimore County	Turn Around Tel: (410) 377-8111 Hotline: (410) 828-6390
Calvert County	Abused Persons Program Tel: (301) 855-1075 Hotline: (410) 535-1121
Caroline, Dorchester, Kent, Queen Anne's, Talbot	For All Seasons, Inc Tel: (410) 822-1018 Hotline: 800-310-7273 or (410) 820-5600
Carroll County	Rape Crisis Intervention Service Tel: (410) 857-0900 Hotline: (410) 857-7322
Cecil County	Rape Crisis Program-Cecil County DDS Tel: (410) 996-0333 Hotline: (410) 996-0333
Charles County	Center for Abused Persons Tel: (301) 645-8994 Hotline: (301) 645-3336
Frederick County	Heartly House, Inc. Tel: (301) 662-8800 Hotline: (301) 662-8800

Garrett County	Domestic Violence/Sexual Assault Resource Center Tel: (301) 334-6255 Hotline: (301) 334-9000
Harford County	Sexual Assault/Spouse Abuse Resource Center Tel: (410) 836-8431 Hotline: (410) 836-8430
Howard County	Sexual Trauma Treatment, Advocacy and Recovery Center, Inc. Tel: (410) 290-6432 Hotline: (410) 997-3292
Montgomery County	Victim Assistance/Sexual Assault Prgm Tel: (240)777-1355 Hotline: (301) 315-HELP(4357)
Prince George's County	Sexual Assault Center Tel: (301) 618-3154 Hotline: (301) 618-3154
St. Mary's County	Walden-Sierra, Inc. Tel: (301) 863-6698 Hotline: (301)863-6661
Somerset, Wicomico, Worcester Counties	Life Crisis Center, Inc. Tel: (410) 749-0771 Hotline: (410) 749-4357
Washington County	CASA, Inc. Tel: (301)739-4990 Hotline: (301) 739-8975

Supervised Visitation Centers in Maryland

List is maintained by the Administrative Office of the Courts, Department of Family Administration.
To ensure that the information is up to date, please contact 410.260.1428
3/5/02

County	Agency Information	Scheduling	Fees	Special Services
Allegany	<p>Court refers parents to: Family Crisis Resource Center, Inc.</p> <p>Cumberland, Maryland Supervised Visitation Coordinator: (301) 759-9246 Family Services Coordinator: (301) 777-2102</p> <p>YMCA 205 Baltimore Ave. Cumberland, MD 21502 (301) 724-5445 ext. 110 (301) 777-2102</p>	<p>Sundays and by appt.</p> <p>9-5, Mon-Fri</p>		Security measures available
Anne Arundel	<p>The Visitation Center of Anne Arundel County is court sponsored and serves Anne Arundel County. It is run by Family & Children Services of Central Maryland.</p> <p>For more information, call the Family Support Coordinator at 410-222- 1210.</p> <p>Children's Rights Council Woods Memorial Presbyterian Church, 611 Baltimore-Annapolis Road, Severna Park MD 21146-3978 410-647-5885</p>	<p>Hours of operation are Wednesdays and Fridays 3 p.m. to 8 p.m., and Sundays noon to 5 pm.</p> <p>Monitored exchanges on alternate Friday and Sunday evenings</p>	<p>Supervised visitation is \$20 per hour paid by the visiting parent. Monitored exchanges are \$10 per weekend or \$6 for a same day exchange, costs to be shared by the parties.</p> <p>No charge to parents.</p>	

County	Agency Information	Scheduling	Fees	Special Services
Anne Arundel	Broadneck Youth Center, 1398 Cape St. Claire Road, Annapolis, MD 21401 For further information including hours and fees, call 410-626-8281.		Monitored exchanges can be arranged at a cost of \$20 per hour and also supervised visitation	
Baltimore City	The Child Exchange Program is court sponsored and located in the Circuit Courthouse. For more information, please call the Associate Family Administrator at 410-396-3648. Children's Rights Council Providence Baptist Church 1401 Pennsylvania Avenue Baltimore, MD 21217 410-523-9129	Friday evenings from 5-7 pm and Sundays from 2-4 pm Monitored exchanges only on alternate Friday and Sunday evenings Also supervised visitation on alternate Saturday mornings from 9 AM to 1 PM. Judges may authorize one 2- hour access between 9AM to 1 PM or 11 AM to 1 PM or authorize access for the entire 4 hours.	There is no charge for the services. No charge to parents	Referral services included.
Baltimore County	This program is court sponsored and is located within the Circuit Courthouse at 401 Bosley Avenue, Towson MD. It is run by the Family Division of the Circuit Court. For more information, please call the Family Support Services Coordinator at 410-887-8614. Children's Rights Council Dundalk United Methodist Church 6903 Mornington Road Dundalk MD 21222-5196 410-889-4908.	Wednesdays and Fridays 5:30 p.m. to 8:30 p.m. and Sundays from 4:30 p.m. to 7:30 p.m. Monitored exchanges only on alternate Friday and Sunday evenings	There is no fee to the parties	

County	Agency Information	Scheduling	Fees	Special Services
Calvert County	<p>Court sponsored— Monitored Exchange Services only at the Police Barracks in Prince Frederick. The program is administered by the Crisis Intervention Center. 410-535-1121</p> <p>For further information concerning Calvert County services, call the Family Support Services Coordinator at 410-535-1600 ext. 516.</p>	Hours are Wednesdays and Fridays 5-9 P.M. and Sundays 4-8 P.M.	No charge	Intake interviews are required
Caroline County	<p>The For All Seasons Family Visitation Center is court sponsored and serves Caroline County. It is located at the intersection of 6th and Gay Streets, Denton and is operated by For All Seasons, Inc, headquartered in Easton. For further information call 410-822-1018 or the Family Support Services Coordinator at 410-479-4162.</p>	The hours of operation are Wednesdays 6 p.m. to 8:00 P.M. and alternate Sundays from 1 p.m. to 5 P.M.	The fee is \$20 per visit (visiting parent), \$5 (both parents) per monitored exchange	
Carroll County	<p>Court Sponsored. This Center is located in Westminster and provides monitored exchanges as well as supervised visitations (1 hour each time). Call Family & Children's Services at 410-876-1233 ext.235 for information.</p> <p>For further information about Carroll County services, call the Family Law Administrator at 410-386-2401.</p>	The Center is opened Wednesdays and Fridays 4 p.m. to 8 p.m. and Sundays 2 p.m. to 6 p.m.	There is a periodic intake fee of \$30 per parent.	

County	Agency Information	Scheduling	Fees	Special Services
Cecil County	<p>Court Sponsored Family Visitation Center This Center serves Kent, Cecil and Harford Counties.</p> <p>718 Bridge Street, Elkton, MD 21921 and 50 East Bel Air Avenue, Aberdeen. For information and registration, call the Visitation Center Coordinator at 410-398-4060 or 800-217-5600.</p> <p>For further information about Cecil County Services call the Family Support Services Coordinator at 410-996-5120.</p>	Hours are on Friday evenings, Saturdays and Sundays as appointments are scheduled with weeknight and holiday times as needed	There are no fees, but there is often a waiting list	
Charles County	<p>Center for Children, 6100 Radio Station Road, P.O. Box 2924, La Plata MD 20646-2924</p> <p>The Center for Children serves Charles and St. Mary's Counties and offers both regular and therapeutic supervised visitation.</p> <p>For therapeutic supervised information, call 301-373-3276. For regular supervised visitation services, call 301-609-9887.</p> <p>For further information about services in Charles County the Family Support Services Coordinator at 301-932-3427.</p>	Hours of operation are Monday through Thursday 9 a.m. to 7 p.m., Fridays 9 a.m. to 5 p.m. and Saturdays 9 a.m. to 1 p.m. Appointment only.	<p>Therapeutic supervised visitation is offered at a charge of \$100 per hour.</p> <p>Normal supervised visitation is at a cost of \$10 an hour plus an intake fee of \$25 per person</p>	

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RESPONDS

County	Agency Information	Scheduling	Fees	Special Services
Dorchester County	Court Sponsored Dorchester County Family Visitation Center For further information, 410-463-0845 or the Family Support Services Coordinator at 410-228-1395.	The Center in Cambridge is open the first and third Wednesday 5:30 to 7:30 P.M., the second and fourth Friday from 5:30 to 7:30 P.M., and second and fourth Sunday from 12:30 to 7:30 P.M.	There is a fee for supervised visitation or monitored exchange.	
Frederick County	Court Sponsored supervised visitation/ monitored exchange program is run by the: Frederick County Mental Health Assoc. 263 West Patrick Street Frederick, MD 21701 Visitations take place at another site in Frederick. For further information call 301-663-0011 or the Family Support Services Coordinator at 301-694-2023		There is a \$30 intake fee and a \$5 fee for each monitored exchange. Costs for each supervised visitation ranges from \$10 to \$30 an hour per child.	Monitored exchanges can be arranged without a court order. Court orders are accepted from other counties if it does not conflict with a Frederick County Court order.
Frederick County	Children's Rights Council monitored exchange program Calvary United Methodist Church 131 West Second Street Frederick MD 21701. 301-662-1464 ext. 13.	Alternate Friday and Sunday evenings	There is no charge to parents.	
Garrett County	None For updates, please call the Family Support Services Coordinator at 301-334-1934			

County	Agency Information	Scheduling	Fees	Special Services
Harford County	<p>The Court sponsored Family Visitation Center serves Kent, Cecil and Harford Counties</p> <p>718 Bridge Street Elkton, MD 21921 and 50 East Bel Air Avenue Aberdeen, Maryland</p> <p>For information and registration the Visitation Center Coordinator at 410-398-4060 or 800-217-5600.</p>	The hours of operation are Friday evenings, Saturdays and Sundays as appointments are scheduled with weeknight and holiday times as needed	None. However, there are waiting lists	Additional services may be arranged for parent reunification services or supervised visitation through the Family Support Services Coordinator at 410-638-3038 or 410-638-3464
Howard County	<p>None</p> <p>For updated information, call the Family Support Services Coordinator at 410-313-2225.</p>			
Kent County	<p>Court Sponsored Family Visitation Center serves Kent, Cecil and Harford Counties</p> <p>718 Bridge Street Elkton, MD 21921 and 50 East Bel Air Avenue Aberdeen, Maryland</p> <p>For information and registration, call the Visitation Center Coordinator at 410-398-4060 or 800-217-5600. For further information concerning Kent County services, call the Family Support Services Coordinator at 410-810-1059.</p>	The hours of operation are Friday evenings, Saturdays and Sundays as appointments are scheduled with weeknight and holiday times as needed.	There are no fees to the parties, but there is often a waiting list.	

STOPPING
FAMILY
VIOLENCE:
THE
COMMUNITY
RESPONDS

County	Agency Information	Scheduling	Fees	Special Services
Montgomery County	<p>Court Sponsored Family Trauma Services, Inc. provides Mont. County Court ordered supervised visitation. 11160 Viers Mill Road, Suite 404 Wheaton, MD, 301-946-3830</p> <p>For further information concerning Montgomery County services, call the Family Support Services Coordinator at (240) 777-9079</p> <p>Children's Rights Council monitored exchanges</p> <p>St. James Episcopal Church 11815 Seven Locks Road Potomac MD 20854-3340 301-590-8621</p>	<p>Saturdays between the hours of 9am and 1:30pm. They offer supervised visitation at \$125 an hour otherwise</p> <p>Alternate Friday and Sunday evenings</p>	<p>None</p> <p>There is no charge to parents.</p>	They do not provide court ordered supervised visitation for domestic violence cases. Services are provided only to parties in Montgomery County cases.
Prince George's County	<p>Court Sponsored Family Crisis Center serves Prince George's County. For further or updated information, call the Family Support Services Coordinator at 301-952-3213.</p> <p>Children's Rights Council monitored exchanges and supervised visitation services at:</p> <p>Antioch Baptist Church, 9107 Pine View Lane, Clinton MD 20735-2854. 202-590-8621 (Monitored Exchange) 301-922-5629 (Supervised Visitation)</p> <p>St. Matthews Episcopal Church 5901 36th Avenue, Hyattsville MD 20782. 202-388-9632 (Monitored Exchange) 301-590-8621 (Supervised Visitation)</p>	<p>The hours of operation are Saturday 8 a.m. to noon, Sunday 9 a.m. to 6 p.m. and monitored exchange on Fridays 4 p.m. to 7 p.m.</p> <p>Monitored exchanges are alternate Fridays and Sundays. Supervised visitations are Saturdays 9 A.M. to 1 P.M.</p> <p>Monitored exchanges are on alternate Fridays and Sunday evenings. Supervised visitations are on Saturdays between 9 A.M. and 1 P.M.</p>	<p>There is a sliding scale fee.</p> <p>There are no charges to parents for any of these programs.</p>	

County	Agency Information	Scheduling	Fees	Special Services
Prince George's County (con't)	Lutheran Church of the Abiding Presence, 11310 Montgomery Road Beltsville, MD 20705 301-498-8098	Monitored exchanges on alternate Fridays and Sundays		
Queen Anne's County	None For further information call the Family Support Services Coordinator at 410-758-1773 ext. 28.			
St. Mary's County	<p>The Center for Children, Suite C, 24502 Three Notch Road Hollywood, MD 20636 301-373-3276 (therapeutic services)</p> <p>6100 Radio Station Road P.O. Box 2924 La Plata, MD 20646-2924 301-609-9887 (regular services)</p> <p>The Center serves Charles and St. Mary's Counties and offers both regular and therapeutic supervised visitation.</p> <p>For other information concerning the programs, call the Family Support Services Coordinator at 301-475-4689.</p>	Hours of operation are Monday through Thursday 9 a.m. to 7 p.m., Fridays 9 a.m. to 5 p.m. and Saturdays 9 a.m. to 1 p.m, Appointment only.	<p>The therapeutic supervised visitation is offered at a charge of \$100 per hour.</p> <p>Normal supervised visitation is at a cost of \$10 an hour plus an intake fee of \$25 per person.</p>	
Somerset County	The Lower Shore Family Visitation Center is court sponsored and serves Wicomico, Somerset and Worcester Counties and is run by the Life Crisis Center. Visitation occurs at the: Wicomico County Free Library 122 S. Division Street Salisbury, MD 21803 For further information, call the Family Services Coordinator at (410) 632-5638			

County	Agency Information	Scheduling	Fees	Special Services
Somerset County	<p>Wicomico County Free Library 122 S. Division Street Salisbury, MD 21803.</p> <p>For further information, call the Family Services Coordinator at 410-651-4618.</p>	The hours of operation are Wednesdays 6 p.m. to 7:30 p.m., every 2nd and 4th Fridays from 5 pm to 7 pm and Sundays 1 p.m. to 7 p.m.	There is a . sliding scale fee	Services provided only by way of Court order
Talbot County	<p>The Mid-Shore Family Visitation Center is court sponsored and serves Talbot and Caroline Counties. It is located in Easton and run by For All Seasons, Inc.</p> <p>For further information, call 410-822-1018 or the Family Support Services Coordinator at 410-822-3718.</p>	The hours of operation are Wednesdays 6 p.m. to 7:30 p.m. and the 2nd and 4th Fridays from 5 p.m. to 7 p.m. and Sundays from 1 p.m. to 7 p.m.	The fee is \$20 per visit, \$5 per monitored exchange, and \$4 for a same-exchange, and exchange.	
Washington County	<p>Dads Connection 920 W. Washington St., 3rd Floor Hagerstown MD 21740</p> <p>This program conducts supervised visitations for non-custodial parents as a part of a program that includes help in employment and parenting skills. For further information, please call 301-791-4057.</p> <p>Parent-Child Center, Inc., 115 W. Washington St. Hagerstown, MD 21740</p> <p>Supervised visitation is provided under court orders. For further information, please call 301-791-2224.</p> <p>For further information concerning Washington County services, call the Family Support Services Coordinator at 301-745-1557.</p>	Limited to 6 sessions with a 2 hour maximum length per session.	<p>The service is free</p> <p>\$25 an hour</p>	

County	Agency Information	Scheduling	Fees	Special Services
Wicomico County	<p>The Lower Shore Family Visitation Center is a court sponsored program that serves Wicomico, Somerset and Worcester Counties and is run by the Life Crisis Center. Visitation occurs at the:</p> <p>Wicomico County Free Library 122 S. Division Street Salisbury, MD 21803.</p> <p>For further information call the Family Services Coordinator at 410-548-7107.</p>	The hours of operation are Wednesdays 6 p.m. to 7:30 p.m., every 2nd and 4th: Fridays from 5 pm to 7 pm and Sundays 1 p.m. to 7 p.m.	Sliding Fee	Services provided only by way of Court order.
Worcester County	<p>The Lower Shore Family Visitation Center is a court sponsored program that serves Wicomico, Somerset and Worcester Counties and is run by the Life Crisis Center. Visitation occurs at the:</p> <p>Wicomico County Free Library 122 S. Division Street Salisbury, MD 21803</p> <p>For further information, call the Family Services Coordinator at (410) 632-5638</p>	The hours of operation are Wednesdays 6 p.m. to 7:30 p.m., every 2nd and 4th: Fridays from 5 pm to 7 pm and Sundays 1 p.m. to 7 p.m.	Sliding Fee	Services provided only by way of Court order.

OTHER LOCATIONS FOR SERVICES

Children's Rights Council

1. Fairfax City, Virginia at Fairfax Presbyterian Church, 10723 Main Street, Fairfax, VA 22030-6985. Contact John Heartney at 703-257-3566. Monitored exchanges only on alternate Friday and Sunday evenings.
2. District of Columbia Hillcrest Center at 1325 W Street N.W. 3rd Floor, Washington DC 20009. Contact Frank Banner at 202-232-6100. Also provides supervised visitation. Some services are free and others are provided for a fee (sliding scale).

For further information concerning The Children's Rights Council, go to www.info4parents.com or call 202-547-6227 for updated times and locations.

Maryland Courts

For further information concerning Court sponsored services to families, go to www.courts.state.md.us/family.

Please write or email Powel Welliver, Family Law Administrator for the Circuit Court for Carroll County with any changes regarding programs at:
55 N. Court Street, Room 248, Westminster MD 21157 or pwelliver@ccg.carr.org.

DOMESTIC VIOLENCE PREVENTION: A COMMUNITY CHECKLIST

The following is a checklist to aid your local councils in creating a truly coordinated response. Ideally, your community should achieve each of the goals in the categories listed below. Members from each of the groups listed below should be represented on the council.

Criminal Justice/Crisis Intervention

✓	LAW ENFORCEMENT
	<p>All law enforcement agencies should receive updated domestic violence training each year. Training should include, but is not limited to:</p> <ol style="list-style-type: none"> 1. Dynamics of domestic violence 2. Maryland Criminal Law relating to domestic violence 3. A model policy 4. Conducting domestic violence investigations (taking pictures, collecting 911 tapes, etc.) 5. Interviewing techniques (separation of parties during interview, dealing with children) 6. The arrest decision 7. Liability 8. Civil protection orders 9. Evidence and report writing 10. Victim Assistance (making appropriate referrals, knowledge of resources) 11. Issues related to full faith and credit 12. Determining primary aggressor
	Law enforcement agencies should have a unit and/or dedicated person(s) responding to domestic violence calls
	Officers should follow preferred arrest policies and procedures
	Dispatchers and officers designate domestic violence calls a high priority
	In addition to ensuring a victim's safety, officers should initiate support and services for the victim and children. This can be done by providing victims of domestic violence with written notice of their rights.
	Policies should be in place that require the same response if the offender is an officer
	When writing an incident report, officers should use the Maryland Domestic Violence Supplemental Form and obtain 911 tapes as applicable
	Effectively administer and ensure prompt service and enforcement of exparte and protective orders
	All victims of domestic violence should be treated fairly, impartially, and consistently throughout the state, regardless of one's standing in the community.
	If applicable, input civil orders of protection into MILES/NCIC in an accurate and timely manner

✓	OFFICE OF THE STATE'S ATTORNEY
	<p>All State's Attorney's Offices should receive updated domestic violence training each year. Training should include, but is not limited to:</p> <ol style="list-style-type: none"> 1. Dynamics of domestic violence 2. Maryland Criminal Law relating to domestic violence 3. Prosecuting a domestic violence case without the victim 4. Trial techniques (evidentiary issues, interviewing witnesses, etc.) 5. Full faith and credit issues 6. Prosecuting a sexual assault case
	<p>State's Attorney's Offices should have a unit and/or dedicated person(s) working on domestic violence cases. Efforts should be made to communicate regularly with law enforcement, parole and probation, victim advocates and abuser intervention programs on domestic violence cases</p>
	<p>With the exception of prosecutions that would further endanger victims' safety, all incidents of domestic violence should be prosecuted—regardless if the victim chooses to testify. (Pro-Prosecution policies) In executing this policy, offices should:</p> <ol style="list-style-type: none"> 1. Not or because of the stated unwillingness of the victim to cooperate or proceed with prosecution of the case. 2. Monitor the use of spousal privilege by victims even when the underlying criminal justice event has been expunged from the system by the defendant. 3. Require routine and regular use of the Supplemental Domestic Violence Form and police report. 4. Routinely prosecute child support payment cases. <p>Prosecutors should make every effort to talk with and understand the victim's case. This includes, but is not limited to: outreach, special briefing sessions, an overview of victim's rights, education and support groups and community education and training</p>
✓	COURTS
	<p>All Judges should receive updated domestic violence training each year. Training should include, but is not limited to:</p> <ol style="list-style-type: none"> 1. Dynamics of domestic violence 2. Maryland civil and criminal law relating to domestic violence, evidentiary and substantive issues 3. Manipulation techniques of an abuser in the courtroom <p>Criminal Court: At the time of sentencing, have the vast history of the case, the offender's criminal history, victim input and impact, history of abusive behavior, drug/alcohol/mental health evaluations when appropriate, and information about children affected by the abuse</p> <p>Criminal Court: Impose sentences that commensurate with the seriousness of the offense, hold the offender accountable, order involvement in activities designed to reduce future violence, and provide for formal supervision and monitoring of compliance</p> <p>Civil Court: Proceedings for temporary, protection and peace orders should be treated as emergency matters and expedited by the courts</p>

	Civil Court: Contempt petitions for violations of temporary or protective orders should be expedited, treated seriously and result in appropriate consequences for respondents.
	Civil Court: To the extent possible, clerks should check for cross-petitions for protection
	Criminal and Civil: To the extent possible, clerks should check to see if there are other filings related to the same case
	Refer batterers to programs that are listed in the judicial benchbook (compiled by the Family Violence Council). Work towards ensuring sanctions if abuser fails to comply with court order
	Swiftly impose substantial additional sanctions for repeat domestic violence offenses of lack of compliance with pre-trial or sentencing orders
	Judges should be held accountable for their family violence decisions. Court watches, victim surveys and random sampling are some of the methods that have been effective in other contexts and may be useful here
✓	PAROLE AND PROBATION
	<p>All Parole and Probation agents should receive updated domestic violence training each year. Training should include, but is not limited to:</p> <ol style="list-style-type: none"> 1. Dynamics of domestic violence 2. Maryland Criminal Law relating to domestic violence 3. Understanding how to hold abusers accountable for their actions 4. Liability issues <p>A separate unit should be created in order to monitor and enforce the conditions of the abuser on parole and/or probation</p> <p>Supervise batterers at maximum intensity</p> <p>Assist with ensuring victim safety by: maintaining close contact with the victim, rely as much as possible on third-party verification of offender compliance, seek probation revocation without victim's testimony, and ensure victim's absence is not misconstrued by the court</p>
✓	OFFICE OF THE STATE'S ATTORNEY
	<p>All State's Attorneys' Offices should receive updated domestic violence training each year. Training should include, but is not limited to:</p> <ol style="list-style-type: none"> 1. Dynamics of domestic violence 2. Maryland Criminal Law relating to domestic violence 3. Prosecuting a domestic violence case without the victim 4. Trial techniques (evidentiary issues, interviewing witnesses, etc.) 5. Full faith and credit issues 6. Prosecuting a sexual assault case
	<p>State's Attorneys' Offices should have a unit and/or dedicated person(s) working on domestic violence cases. Efforts should be made to communicate regularly with law enforcement, parole and probation, victim advocates and abuser intervention programs on domestic violence cases</p> <p>With the exception of prosecutions that would further endanger victims' safety, all incidents of domestic violence should be prosecuted—regardless if the victim chooses to testify (Pro-Prosecution policies) In executing this policy, offices should:</p>

	<ol style="list-style-type: none"> 1. Not or because of the stated unwillingness of the victim to cooperate or proceed with prosecution of the case 2. Monitor the use of spousal privilege by victims even when the underlying criminal justice event has been expunged from the system by the defendant 3. Require routine and regular use of the Supplemental Domestic Violence Form and police report. 4. Routinely prosecute child support payment cases
	Prosecutors should make every effort to talk with and understand the victim's case. This includes, but is not limited to: outreach, special briefing sessions, an overview of victim's rights, education and support groups and community education and training
✓	COURTS
	<p>All Judges should receive updated domestic violence training each year. Training should include, but is not limited to:</p> <ol style="list-style-type: none"> 1. Dynamics of domestic violence 2. Maryland civil and criminal law relating to domestic violence, evidentiary and substantive issues 3. Manipulation techniques of an abuser in the courtroom
	Criminal Court: At the time of sentencing, have the vast history of the case, the offender's criminal history, victim input and impact, history of abusive behavior, drug/alcohol/mental health evaluations when appropriate, and information about children affected by the abuse
	Criminal Court: Impose sentences that commensurate with the seriousness of the offense, hold the offender accountable, order involvement in activities designed to reduce future violence, and provide for formal supervision and monitoring of compliance
	Civil Court: Proceedings for temporary, protection and peace orders should be treated as emergency matters and expedited by the courts
✓	COMMISSIONERS
	<p>Court commissioners should receive updated domestic violence training yearly. Training should include, but is not limited to:</p> <ol style="list-style-type: none"> 1. Dynamics of domestic violence 2. Domestic violence and the role of the commissioner 3. Information Systems 4. Domestic violence related criminal laws 5. Interim/temporary/final Protective and Peace Orders <p>Develop protocols for the initial appearance hearings to implement "no contact" and "stay away" conditions, to place a bond instead of releasing on personal recognizance, and to refer to pretrial release programs.</p> <p>Ensure that commissioners consider victim safety throughout all of their rules (summons vs. a warrant).</p> <p>Ensure 24 hour accessibility to commissioners in the jurisdiction where commissioners are not on site around the clock by having commissioners, law enforcement and 911 personnel sensitized to the importance of promptly putting family violence calls through during the off-shift hours.</p>

✓	Clerks of the Court
	<p>Clerks should receive updated domestic violence training each year. Training should include, but is not limited to:</p> <ol style="list-style-type: none"> 1. Dynamics of domestic violence 2. Domestic violence related criminal laws 3. Interim/temporary/final / Protective Orders 4. Interim/temporary/final/ Peace Orders 5. Necessary forms and referral resources
✓	911 Operators/Dispatchers
	<p>911 operators/dispatchers should receive updated domestic violence training yearly. Training should include, but is not limited to:</p> <ol style="list-style-type: none"> 1. Dynamics of domestic violence 2. Domestic violence and the role of 911 3. Information Systems 4. Domestic violence related criminal laws 5. Interim/temporary/final / Protective Orders 6. Interim/temporary/final/ Peace Orders
	<p>Develop and implement a written policy that establishes that domestic violence and sexual assault calls be treated as priority calls. Policy should include information about coding calls as dv—not a dispute— and information about hang ups.</p>
✓	DOMESTIC VIOLENCE SERVICE PROVIDERS
	<p>Ensure that shelters are available for victims and their children</p>
	<p>Provide culturally relevant support and advocacy</p>
	<p>Provide a 24 hour crisis hotline that has access to translation services if needed</p>
	<p>If possible, provide a length of stay that matches the client's needs</p>
	<p>If possible, work to update intake procedures to include information about pet abuse</p>
	<p>If possible, work with animal shelters to establish programs that allow a victim's pet to be sheltered</p>
✓	AMBULANCE CREW/PARAMEDICS/EMERGENCY RESPONSE
	<p>Provide ongoing training to EMS crews about domestic violence</p> <ol style="list-style-type: none"> 1. Cycle of abuse, etc. 2. Preserving evidence at the scene <p>Ensure that reports are properly documented</p> <p>Ensure that crews respond quickly to domestic violence calls</p>

✓	EMERGENCY ROOM
	<p>Provide ongoing training to ER staff on domestic violence. Training may include, but is not limited to:</p> <ol style="list-style-type: none"> 1. In every case, collect information for possible domestic violence out of the presence of others, including the possible abuser 2. Cycle and dynamics of domestic violence 3. Proper documentation of injuries. If possible, document the name of the person whom victim says inflicted the injuries
	Provide necessary safety measures in the hospital by instituting policy and procedures related to domestic violence
	Assess the immediate and short term safety of the victim upon release
	Provide information about community resources for domestic violence
	If possible, provide SAFE (Sexual Assault Forensic Examiner) nurses for victims of sexual assault
✓	WORKPLACE
	Training for managers, supervisors, human resource personnel and EAP staff to recognize and respond to domestic violence situations affecting employees at work
	Develop physical safety protections such as updated security and escorts to and from parking lot
	<p>Post/distribute information about domestic violence and local resources</p> <p>Develop and implement policies and procedures on domestic violence and the workplace</p>
✓	RELIGIOUS INSTITUTIONS/FAITH COMMUNITIES
	Train religious leaders (priests, rabbis, ministers, etc.) about domestic violence. Training includes, but is not limited to: cycle and dynamics, understanding the abuser, and how to help victims and perpetrators seek assistance through domestic violence agencies
	Encourage leaders to use their roles to speak out against domestic violence
	Assist clergy to use their expertise as a spiritual leader to use positive values associated with religious traditions while clarifying that they do not justify or condone family abuse
	Learn to hold abusers accountable

✓	HEALTH CARE COMMUNITY
	<p>Institute protocols that require identifying abuse through routine screening</p> <p>Conduct interviews in a confidential and non-threatening way</p> <p>Assess the patient's safety</p> <p>Properly document injuries</p> <p>Provide information and referral information to domestic violence community resources</p>
✓	EDUCATIONAL SYSTEMS (COLLEGES, SCHOOLS, CHILD CARE PROVIDERS)
	Educators at all levels should receive training about domestic violence. The training should enable teachers, school nurses, and guidance counselors, to identify children and youth living in domestic violence homes or involved in violent dating relationship
	Encourage school systems to raise awareness about domestic violence and dating violence
	Provide resources about community resources for dating violence
	Help children and youth express their feelings, opinions, and behaviors based on the values of equality, respect and sharing of power
	Stress components of a healthy relationship
	Incorporate non-violence and conflict resolution skills and social skills (peer mediation, character counts, etc.)
✓	MENTAL HEALTH/SUBSTANCE ABUSE/SOCIAL SERVICE AGENCIES
	<p>Staff in these areas should receive ongoing training about domestic violence. Training can include but is not limited to:</p> <ol style="list-style-type: none"> 1. Cycle and Dynamics 2. Affects on children 3. Referring clients to appropriate resources 4. Understanding the link between substance abuse (alcohol and drugs) and abuse
	<p>Protocols should be in place that:</p> <ol style="list-style-type: none"> 1. Accurately identify domestic violence issues within families that the agency serves without passing blame on the victim and without removing the children unless the need is indicated 2. Maintain an atmosphere that allows clients to disclose instances of abuse 3. Provides information and referrals to domestic violence agencies

✓	CHILD PROTECTIVE SERVICES
	Ongoing training for CPS workers on the link between domestic violence and child abuse
	Designate CPS employees to work closely with domestic violence service providers
✓	ABUSER INTERVENTION PROGRAMS
	Ensure thorough assessment of abuse-related issues and determine whether offender has a substance abuse problem, mental health or sexual deviancy that must first be addressed in order for the domestic violence treatment to be successful Provide ongoing arrangements to ensure the safety of the victim and the victim's children
	Design programs that include provisions for treatment completion Enhance communication between program, parole and probation, State's Attorneys and the courts to ensure abuse is being properly monitored
✓	ANIMAL SHELTERS/HUMANE SOCIETY
	Understand the link between domestic violence and pet abuse Work with local domestic violence providers to establish programs that allow a victim's pet to be sheltered
✓	COMMUNITY AT LARGE
	Change the attitudes of the general public through educational outreach, ad campaigns, newspaper reports, etc. Ensure that the general public knows that domestic violence is a crime Help communities recognize abusive behavior Teach community about current domestic violence resources
✓	DATA COLLECTION
	Agree on an evaluation design that enhances a coordinated community response Institute coordinated systems that collect data Assist in the collection of statistics that may help with: <ol style="list-style-type: none"> 1. Funding 2. Statistics regarding domestic violence

LONG TERM RESPONSES

- ✓ *Victim Services*
- ✓ *Legal Representation*
- ✓ *Affordable Housing*
- ✓ *Employment Assistance*
- ✓ *Child Care*
- ✓ *Visitation Centers*
- ✓ *Counseling for children who have witnessed domestic violence*

Table 6. Special Project Grantees Serving Victims of Domestic Violence

Grantee	Program Served	Jurisdictions Served	Services Provided
House of Ruth, Inc. and Women's Law Center	Protective Order Advocacy and Representation Project	Baltimore City	967 ^A
House of Ruth, Inc. and Women's Law Center	Protective Order Advocacy and Representation Project	Prince George's County	986 ^B
House of Ruth, Inc. and Women's Law Center	Protective Order Advocacy and Representation Project	Montgomery County	613 ^C
Life Crisis Center	Life Crisis Center Legal Services	Wicomico, Worcester, Somerset Counties	50 ^D
Maryland Volunteer Lawyers Service	SafeNet	Kent, Caroline, Talbot, Dorchester & Queen Anne's Counties	20 ^E
Maryland Volunteer Lawyers Service	Washington Co. Southern Maryland Legal Services	Washington County	25 ^F
Women's Center of Southern Maryland	Women's Center of Southern Maryland Services	Calvert, Charles, St Mary's Counties	800 ^G
YWCA of Anne Arundel County	YWCA Domestic Violence Legal Services	Anne Arundel County	2,321 ^H
TOTAL SERVICES			5,782

^A Legal Advice/Advocacy (608); Court Accompaniment (21); Legal Representation (238).

^B Legal Advice/Advocacy (711); Court Accompaniment (37); Legal Representation (238).

^C This program was funded through VAWA funding (STOP and Byrne Grants in FY01), subgranted from the AOC to the grantees. Provided: Initial Consultations & Safety Planning (473); Court Appearances (140).

^D Legal Representation (50).

^E Assistance in custody cases (4); Assistance in divorce and custody (16).

^F Assistance in custody cases (1); Assistance in divorce and custody (6); Protective Order Representation (18).

^F Ex Parte Assistance – Calvert (224); Protective Order Representation – Calvert (131); Protective Order Representation – Charles (19); Services in St. Mary's County are provided by the vendor using VAWA, VOCA, MVOC and private foundation funding. Services in St. Mary's included the following: Ex parte Assistance – (249); Protective Order Assistance – (177).

^G Advocate Assistance (1,424); Advice/Referral (507); Legal Representation (390).

Services available through the Family Divisions and Family Services Program

Jurisdiction	ADR	Children's Psycho- Educational	Children's Waiting	Child Counsel /Gal	Custody Invest- igations	DV Advocacy	DV Counseling Anger Mgmt	Emergency Assistance	Psycho- logical Evaluations	Family/ Individual Counseling	Co- parenting	Pro Se Assist- ance	Substance Abuse Assessment/ Treatment	Juvenile Programs	Visitation Services
Allegany County	X				X	X	X	X	X	X	X	X	X	X	X
Anne Arundel County	X	X	X	X	X	X		X	X		X	X	X		X
Baltimore City	X	X	X		X	X		X	X	X	X	X	X	X	X
Baltimore County	X	X	X		X	X	X	X	X	X	X	X	X		X
Calvert County	X	X	X		X	X	X	X	X	X	X	X	X		X
Caroline County	X				X	X	X	X	X	X	X	X	X		X
Carroll County	X				X	X	X	X	X	X	X	X	X	X	X
Cecil County	X				X	X	X	X	X	X	X	X	X		X
Charles County	X				X	X	X	X	X	X	X	X	X		X
Dorchester County	X	X	X	X	X	X	X		X	X	X	X	X	X	X
Frederick County	X	X		X	X	X	X	X	X	X	X	X	X	X	
Garrett County	X			X		X	X		X	X					
Harford County	X	X			X	X	X		X		X	X		X	X
Howard County	X				X	X			X		X	X	X		
Kent County	X	X	X			X	X	X	X	X	X	X	X	X	X
Montgomery County	X	X		X	X	X	X	X	X	X	X	X	X		X
Prince George's County	X	X	X		X	X	X		X		X	X			X
Queen Anne's County	X				X	X	X	X	X	X	X	X	X	X	X
Somerset County	X	X			X	X	X	X	X	X	X	X	X	X	X
St. Mary's County	X	X			X	X	X	X	X	X	X	X	X	X	X
Talbot County	X	X			X	X	X	X	X	X	X	X	X	X	X
Washington County	X	X	X	X	X	X	X	X	X	X	X	X	X		X
Wicomico County	X	X			X	X	X		X	X	X	X	X		X
Worcester County	X	X			X	X	X	X	X	X	X	X	X	X	X

Circuit Court Family Support Services Coordinator

Jurisdiction	Name	Address	Phone	Fax	E-Mail Address
Allegany Co.	<i>Linda A. Pecoraro</i> Family Support Services Coordinator	P.O. Box 1731 Cumberland, Maryland 21502	301-777-2102	301-777-2055	linda.pecoraro@ courts.state.md.us
Anne Arundel Co.	<i>Holly Hutchins</i> Family Support Services Coordinator	P.O. Box 2395 Annapolis, MD 21202	410-222-1210	410-222-1584	chut00@mail. aacounty.org
Baltimore City	<i>Holly Hutchins</i> Family Support Services Coordinator	Courthouse East, Room 100 111 North Calvert St. Baltimore, MD 21204	410-545-0711	410-625-2766	kathy.coleman@ cc.md.courts
Baltimore Co.	<i>Mark Urbanik</i> Family Support Services Coordinator	401 Bosley Avenue Room 338 Towson, MD 21204	410-887-8614	410-887-8617	murbanik @co.ba.md.us
Calvert Co.	<i>Patricia M. Veitch</i> Family Support Services Coordinator	175 Main Street Prince Frederick, MD 20678	410-535-1600 ext.516	410-479-4068	patricia.veitch @courts.state.md.us
Caroline Co.	<i>John Cambardella</i> Family Support Services Coordinator	109 Market Street Denton, MD 21629	410-479-4162	410-479-4063	john.cambardella @courts.state.md.us
Carroll Co.	<i>Powel Welliver</i> Family Law Administrator	55 N. Court Street Room 248 Courthouse Annex Westminster, MD 21157	410-386-2401	410-751-5339	pweliver @ccg.carr.org
Cecil Co.	<i>Rose Baxter</i> Family Law Coordinator	Court House 155 East Main Street P.O. Box 2321 Elkton, MD 21933-2321	410-996-1157 Private Office 410-392-6693	410-996-5120	rose.baxter state.md.us
Charles Co.	<i>Ann McFadden</i> Family Support Services Coordinator	200 Charles Street P.O. Box 3000 La Plata, MD 20646	301-932-3426	301-932-3427	ann.mcfadden @courts.state.md.us
Dorchester Co.	<i>Amy Craig</i> Family Support Services Coordinator	200 Charles Street P.O. Box 583 Cambridge, MD 21613	410-228-1395	410-228-1895	acdorfamily @hotmail.com
Frederick Co.	<i>JoAnne Ruppert Hockman</i> Family Support Services Coordinator	100 W. Patrick Street Frederick, MD 21701	410-694-2023	410-694-1446	joanne.hockman @courts.state.md.us
Garrett Co.	<i>Randy Whitaker</i> Family Support Services Coordinator	205 S. Fourth Street Oakland, MD 21550	301-334-7602	301-334-5042	jrandy.whitaker @courts.state.md.us
Harford Co.	<i>Karen Tracy</i> Family Support Services Coordinator	20 W. Courtland Street Bel Air, MD 21014	410-638-3038	410-638-9589	cha0022 @court.state.md.us
Howard Co.	<i>Lisa Monhink</i> Family Support Services Coordinator	8360 Court Avenue Ellicott City, MD 21043	410-313-2225	410-313-3192	lsmohink @hotmail.com
Kent Co.	<i>Rebecca Taylor</i> Family Support Services Coordinator	103 N. Cross Street Chestertown, MD 21620	410-810-1059	410-778-7412	rebecca.taylor @court.state.md.us

Jurisdiction	Name	Address	Phone	Fax	E-Mail Address
Montgomery Co.	<i>Elaine Finnin</i> Family Division Coordinator	50 Maryland Avenue Rockville, MD 20850	240-777-9061	240-777-9085	efinnin@ mcccourt.com
Montgomery Co.	Suzanne Schneider Juvenile Coordinator	50 Maryland Avnue Rockville, MD 20850	240-777-9061	240-777-9117	suzanne.schneider@ mcccourt.com
Prince George's Co.	<i>James E. Wilson</i> Family Support Coordinator	14735 Main Street Upper Marboro, MD 20772	301-952-3213	301-780-6686	jewilson@co.pg.ms.us
Queen Anne's Co.	<i>Shelly Coleman</i> Family Support Services Coordinator	100 Courthouse Square Centreville, MD 21617	410-758-1773 ext. 28	410-758-4627	shelly.coleman @courts.state.md.us
St. Mary's Co.	<i>Linda Grove</i> Family Support Service Coordinator	P.O. Box 859 Leonardtown, MD 20650	301-475-4689	301-475-4127	linda.grove @co.saint-mary md.us
Somerset Co.	<i>Karen Brimer</i> Family Support Service Coordinator	P.O. Box 279 Princess Anne, MD 21853	410-651-4618	410-651-1878	lilkb37 @yahoo.com
Talbot Co.	<i>Patricia Jordan</i> Family Support Service Coordinator	Court House 11 N. Washington St. Easton, MD 21601	410-822-3718	410-822-9883	patricia.jordan @court.state.md.us
Washington Co.	<i>Tiffany Reiff</i> Family Support Services Coordinator	24 Summit Avenue Room. 205 Hagerstown, MD 21740	240-313-2580	301-791-2048	treiff@safe.quik.com
Wicomico Co.	<i>Ellen T. White</i> Family Support Service Coordinator	P.O. Box 886 Salisbury, MD 21803-0886	410-548-7107	410-334-3114	ellen.white@courts. state.md.us
Worcester Co.	<i>Anne Turner</i> Family Support Services Coordinator	Courthouse-Room 228C One W. Market Street Snow Hill, MD 21863	410-632-5638	410-632-5603	anne.turner@courts. state.md.us

Court Administrators And Family Law Administators

Jurisdiction	Name	Address	Phone	Fax	E-Mail Address
Anne Arundel Co.	<i>Jennifer Cassel</i> Family Law Administrator	P. O. Box 2395 Annapolis, MD 21404	410-222-1448	410-222-1584	ctcass00@ mail.aacounty.org
Anne Arundel Co.	<i>Robert Wallace</i> Court Adminstrator	P. O. Box 2395 Annapolis, MD 21204	410-222-1404	410-222-1890	ctwall00@mail. aacounty.org
Baltimore City	<i>T. Sue German</i> Family Division Coordinator	111 North Calvert St. Room 333 Baltimore, MD 21202	410-396-3648	410-545-6131	sue.german@ cc.md.courts
Baltimore City	<i>Larry Reiner</i> Court Administrator	111 North Calvert St. Room 333 Baltimore, MD 21202	410-396-5188	410-896-4346	larry.reiner @courts.state.md.us
Baltimore City	<i>Dale Hendrick</i> Juvenile Ct. Admin.	110 North Calvert St. Baltimore, MD 21202	410-396-8101	410-545-6135	patricia.veitch @courts.state.md.us
Baltimore Co.	<i>Peter J. Lally</i> Court Administrator	109 Market Street Towson, MD 21204	410-887-2687	410-887-4806	plally@co.ba.md.us
Calvert Co.	<i>Wanda Mudd</i> Court Administrator	175 Main Street Prince Frederick, MD 20678	410-535-1600 ext. 296	410-414-9360	calvertcc @courts.state.md.us
Carroll Co.	<i>Bobbie Erb</i> Court Administrator	Historic Courtrooms Court Street Westminister, MD 21157	410-386-2330	410-840-8195	berb@ccg.carr.org
Frederick Co.	<i>Donald B. Sealing, III</i> Court Administrator	100 West Patrick Street Frederick, MD 21701	301-694-1895	301-846-2245	donald.sealing @state.md.us
Howard Co.	<i>John Shatto</i> Court Administrator	Courthouse 8360 Court Avenue Ellicott City, MD 21043	410-313-4851	410-313-3192	jshatto@co.ho.md.us
Montgomery Co.	<i>Pamela Q. Harris</i> Court Administrator	Judicial Center 50 Maryland Avenue Rockville, MD 20850	240-777-9101	240-777-9104	pharris @mccourt.com
Prince George's Co.	<i>Suzanne H. James</i> Court Administrator	Courthouse, Room 111 14735 Main Street Upper Marlboro, MD 20779	301-952-3708	301-952-3204	siames@co.pg.md.us
Prince George's Co.	<i>Karen Tracy</i> Director of Family Division	Courthouse Room 080 M Upper Marlboro, MD 20772	301-952-3708	301-780-6686	lmorris@co.pg.md.us
St. Mary Co.	<i>William Trench</i> Court Administrator	Courthouse Leonardtown, MD 20650	301-475-4791	301-475-4586	william.trench @co.pg.md.us

Jurisdiction	Name	Address	Phone	Fax	E-Mail Address
1 st Circuit	<i>D. Lynn Cain</i> Administrator	P.O. Box 279 Princess Anne, MD 21853	410-651-4110	410-651-1878	lynn.cain@ courts.state.md.us
2 nd Circuit	<i>Laura Dick</i> Court Administrator	11 N. Washington Street Easton, MD 21601	410-822-4444	410-822-9883	laura.dick@ courts.state.md.us
4 th Circuit	<i>Eunice Plank</i> Court Administrator	95 West Washington St. Hagerstown, MD 21740	240-313-2545	301-791-2048	assign1@ safe.quik.com
Charles Co.	<i>Donna G. Burch</i> Court Administrator	P.O. Box 3060 La Plata, MD 20646	301-932-3224	301-932-3232	donna.burch @courts.state.md.us



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